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ABSTRACT

The objectives of this study were to (1) develop a methodology to evaluate the effectiveness of CETA, title I vocational and technical education classroom training in Florida by assessing the vast quality of cost and benefit data and the different ways in which these data are categorized, (2) use data to derive benefit-cost ratios, (3) examine the problems of State money being used in the form of support services for the CETA program and the distributional impact with respect to State Department of Education funds when Full Time Equivalencies are generated by CETA trainees, and (4) conduct a field test. The project staff limited its study to one area of the State, which included two prime sponsor counties and one county under the sponsorship of the Governor (a "balance of the State" county). Data gathered from the prime sponsors relating to the CETA training programs were used to derive benefit-cost ratios. The principal conclusion was that when measured on purely economic grounds the CETA title I vocational training programs are marginal. The two most important explanations offered for the findings were (1) the program is designed to try to reach the most unprepared, untrained clients possible, and (2) the recent dismal performance of the State's economy. Another finding brought out by the study was that full-time equivalent (FTE) vocational students receiving CETA funding support were not separated for accounting purposes from regular non-CETA FTE's. This full report of the study includes a detailed description of the procedures used in arriving at benefit-cost calculations for the CETA programs, and four appendixes also relating to program expenditures. (SH)

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AN ANALYSIS OF THE IMPACT OF CETA, TITLE I CLASSROOM TRAINING ON VOCATIONAL AND TECHNICAL EDUCATION

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October, 1976

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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TABLE OF CONTENTS

	Page
I. INTRODUCTION	1
II. ECONOMIC ENVIRONMENT	6
III. FIELD TESTS	13
A. Pinellas County	13
B. Hernando County	70
C. Hillsborough County	84
IV. METHODOLOGY	105
V. CONCLUSIONS AND RECOMMENDATIONS	111
APPENDIX I	114
APPENDIX II	119
APPENDIX III	122
APPENDIX IV	126
BIBLIOGRAPHY	129

AN ANALYSIS OF THE IMPACT OF CETA, TITLE I CLASSROOM TRAINING ON VOCATIONAL AND TECHNICAL EDUCATION
(October 1976)

Though Florida has become increasingly involved in manpower programs through the Comprehensive Employment and Training Act (CETA), there has been, until now, no systematic attempt made to assess the impact of CETA funding on vocational and technical education in Florida.

This study represented an attempt to develop a methodology to evaluate the effectiveness of CETA, Title I vocational and technical education classroom training, and the field testing of the methodology developed.

The project staff limited its study to one area of the state, which included two prime sponsor counties and one county under the sponsorship of the Governor (a "balance of the state" county).

Data gathered from the prime sponsors relating to the CETA training programs were used to derive benefit-cost ratios, to the extent possible with data for short run benefits. A detailed description is given in the report of the procedures used in arriving at benefit-cost calculations for the CETA programs.

The principal conclusion of the study is that when measured on purely economic grounds, the CETA Title I vocational training programs are marginal. Even though the benefit cost ratios were conservatively calculated in the report, the ratios ranged from being slightly favorable to below the breakeven point (a benefit-cost ratio of less than unity; or costs exceeding benefits).

The researchers offered a number of explanations for their findings. The two most important explanations were: (1) The program is designed to try to reach the most unprepared, untrained clients possible; and (2) The recent dismal performance of the state's economy. The authors examined the effects of the levels of unemployment in other states and its impact on the rate of wage increases CETA trained clients receive when they enter the job market. They found higher benefits in states with lower unemployment rates than Florida.

The study also voices the belief that the impact of the recession upon CETA, Title I programs has been negative. The recession in Florida has increased the supply or workers while reducing the demand for them. The recession also retarded the growth of wage levels to such an extent that in many cases real wages have declined since May of 1974. Also, since the people trained by the CETA, Title I programs are basically entering the labor force, their wages are entry level wages only, and these have been pushed up by the increase in the minimum wage. There is no way of telling what the wage levels would have been in the absence of the forced wage increase brought about by the minimum wage.

The study authors point out that psychological benefits to CETA clients were not measured in the study.

Another problem the study could not come to grips with is the future impact of CETA vocational training on clients two, five, or ten years from now. The study is more of a cross-sectional study and not a longitudinal one.

Finally, the study brought out the point that full-time equivalent (FTE) vocational students receiving CETA funding support were not separated for accounting purposes from regular, non-CETA FTE's.

PREFACE

The general scope of this study was first suggested by a request for a research proposal circulated by the Florida State Advisory Council on Vocational and Technical Education. In response to this request, a research proposal was submitted and accepted. It was decided that the study would develop a methodology and field test it. Since this was a pilot study all parties concerned recognized that there would be many false starts and blind alleys. Three counties were selected for the field tests; each provided different problems and challenges which resulted in using the methodology in slightly different ways.

In Pinellas County the data were gathered by working from CETA reports and through close contact with a number of the officials responsible for the programs. In Hernando County the data were collected directly from the files of the clients with the assistance of the office personnel of the Hernando County Comprehensive Manpower Services. In Hillsborough County most of the data were extracted and compiled from the many reports released by the Tampa Skills Center, Tampa Comprehensive Employment Program, Tampa Opportunity Center, and Manpower Planning Department.

This study is the product of a research team at the University of South Florida. All members of this group participated in data gathering. Different individuals, however, are responsible for the compilation and authorship of specific sections of the report.

Dr. Thomas Curtis, as principal investigator, coordinated the activities of the group and provided consultation when necessary. In addition, Dr. Curtis also authored the Introduction and the Economic Environment, Hernando County Field Test, Methodology, and Conclusions and Recommendations sections. Dr. Richard Moss assisted Dr. Curtis with the Economic Environment section.

Mr. James Spence developed the basic methodology for the study by completing the first field test for Pinellas County. He authored this section of the report and provided consultation to Dr. Curtis for the Methodology and Conclusions and Recommendations sections.

Dr. Thomas Johnson was primarily responsible for the compilation and authorship of the Hillsborough County field test. Dr. Paul Spector, who served as Graduate Assistant for the project, aided Dr. Johnson in these efforts.

The study would not have been possible without the cooperation of CETA program administrators and their office staff. We would like to take this opportunity to express our gratitude to those who contributed numerous hours to help with this investigation. In Pinellas County we would like to recognize the assistance of Mr. Edward L. Lachman, Coordinator Manpower and Criminal Justice Planning Units and Mr. Fred Matz, Accounting Coordinator, Pinellas County School Board, CETA, Project. These two gentlemen spent many hours helping us. Mrs. Gladys Brown of the Hernando Comprehensive Manpower Services and her staff were very helpful. In Hillsborough County the former Manpower Director of the Tampa Hillsborough Manpower Consortium, Mr. James Simmons, provided us with aid during the first part of the study. Mr. Allen Benz

and Mr. Robert Keables of the Tampa Skills Center answered questions and provided data throughout the duration of our research. Mr. Russell Dickinson of the Tampa Opportunity Center also provided assistance. Finally, Mr. Charles Dunn, the Acting Manpower Director of the Tampa Hillsborough Manpower Consortium, continued the cooperation shown to us by Mr. Simmons.

Last but not least, we wish to thank Chris Henry, Rhonda Shaffer, and Kathy Schoonmaker for meritorious typing efforts above and beyond any normally expected effort.

INTRODUCTION

The Comprehensive Employment and Training Act of 1973 (hereafter referred to as CETA) transferred control over a large portion of federal revenues to state and local jurisdiction for flexible use in lieu of a variety of categorical federal manpower programs. Title I of CETA established a program of financial assistance to state and local governments (prime sponsors) for comprehensive manpower services.[1] The program includes the creation and development of job opportunities, training, education, and other services needed to enable individuals to secure and retain employment.

The impact of CETA, Title I funds upon vocational and technical education in Florida has been great, if for no other reason than because of the absolute quantity of federal money coming to the state. In fact, this is the basic problem to which this study addresses itself. As stated in the 1975 Annual Report of the Florida State Advisory Council on Vocational and Technical Education, "Florida is becoming increasingly involved in manpower programs through the Comprehensive Employment and Training Act; there has, however, been no systematic attempt made to assess the impact of CETA funding on vocational and technical education in Florida."[2] This means that there has been no systematic attempt to

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[1] Prime Sponsors are states or units of local government with populations greater than 100,000. Units of local government with populations less than 100,000 are considered to be "balance of the state" with the state being the prime sponsor, and their funds come directly from the state.

[2] 1975 Annual Report (Florida State Advisory Council on Vocational and Technical Education; 1975) p. 4.

measure, in specific terms, the impact of CETA money, i.e., the per unit cost of this type of vocational and technical education and the per unit benefits. Another question remaining to be answered is what effect the use of these CETA funds has had on current and future expenditures of state and county funds.

THE OBJECTIVES AND SCOPE OF THE STUDY

The objectives of this study are to develop a methodology which will enable one to come to grips with the vast quantity of cost and benefit data and the different ways in which these data are categorized. Second, to use the data to derive benefit-cost ratios, at least to the extent this is possible with data for short run benefits. Third, to examine the problems of state money being used in the form of support services for the CETA program and the distributional impact with respect to State Department of Education funds when Full Time Equivalencies are generated by CETA trainees.[3] Fourth, to conduct a field test in Hillsborough, Pinellas, and Hernando Counties, with the former two being prime sponsors and Hernando being a "balance of the state" county. The period used as the data base is July 1, 1975 through June 30, 1976. Finally, to provide the reader with a bibliography of material directly and indirectly related to the general problem area.

ELIGIBILITY CRITERIA

What are the general eligibility characteristics of the CETA, Title I program? The Federal Government has established specific criteria, and it will be helpful to the readers of this report if they will take the

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[3] State Department of Education funds are distributed on the basis of the number of "full time equivalent students".

time to become familiar with these requirements.

To be eligible for services and activities under the CETA program, a person must be:

1) A member of a significant segment of the population as defined below:
   a) High school dropout regardless of age who is not currently enrolled in an academic or vocational institution.
   b) Sixteen through twenty-four year olds lacking work experience.
   c) Vietnam era veterans who served in Vietnam, Korea, or waters adjacent thereto between August 4, 1964,and January 31, 1973, with honorable discharge.
   d) Female heads of household.
   e) Persons 45 years old or over.
   f) Potential high school dropouts who are economically disadvantaged.
   g) The prime sponsor may make exceptions to the above criteria.
2) And be either:
   a) Economically disadvantaged and unemployed, or;
   b) Economically disadvantaged and underemployed.

From the above criteria it should be clear to the reader that, perhaps, the most basic idea underlying the CETA, Title I program is to provide economic assistance to individuals who are both economically and educationally disadvantaged, with the hope that CETA, Title I training will enable the person to move into a higher skilled occupation which, in the long run, will increase his or her life time earning stream.

Lloyd G. Reynolds, one of America's best-known labor economists, has examined this very problem in one of his books. Reynolds points out that when one goes about the retraining of adults, the first question to be answered is, who is to be trained? If it is assumed that funds are insufficient to train everyone, where does one start? "Should one deal from the top of the deck or the bottom?"[4] On the basis of efficiency, it might seem that one should start with the most trainable because their ratio of future production gains to training costs is highest. They will also probably be generally more qualified, younger and healthier than the other unemployed. But the argument can be made for starting with the most disadvantaged because to lift people up from poverty by increasing their life time earnings and thus reduce present disparities in income distribution, is a valid social objective.[5] One can go on to argue that this group offers the greatest long term benefits because the returns from training the most disadvantaged are potentially very large when one considers the possible impact it may have upon the children. Children of this group quite often become disadvantaged themselves. If through training the parents, the cycle of poverty is broken, the gains will be large.[6] This study will not go into these aspects because attempts to measure them are extremely difficult and data for a long period are required. Nor will this study attempt to measure any psychological benefits resulting from training.

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[4]Lloyd G. Reynolds, Labor Economics and Labor Relations, sixth ed., (Englewood Cliffs, N.J.: Prentice-Hall, Inc.), p. 153.

[5]On the other hand, it can be argued that it is more economically efficient to train the most qualified and through transfer payments effect a more equitable distribution of income.

[6]Reynolds, p. 154

Reynolds also points out one of the problems which arises in making such programs effective.

> Not all of those who start a training program finish it, and not all of those who finish get precisely the jobs for which they were trained.[7]

We found this to be one of the problems with which we had to deal. A number of the clients either dropped out of the program, accepted unrelated jobs, or were "in holding". The term, "in holding" is used to describe those clients who have terminated from training but have not yet been terminated from CETA programs per se, because they are still receiving employment services.

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[7] Ibid., p. 156.

ECONOMIC ENVIRONMENT

In order to have the necessary perspective for understanding the economic impact of the CETA, Title I programs, one must be fully aware of Florida's economic structure in general and the three test counties in particular. The economy of Florida is not based upon heavy industry when compared to the Midwest or the Northeast sectors of the United States. Instead, its basic economic activities are in the areas of agriculture, tourism, service industries, and government. Historically, wages in Florida tend to be lower than wages found in the more industrial states. This is true of most of the Southeastern section of the country.

The economic bases of the test counties are as follows. Hillsborough County has the most diversified economic base of any county in Florida. The major types of economic activity are industry, service, agriculture, government, construction, military, education, tourism, and port traffic. The county has also experienced a large population growth in the first half of this decade. The U.S. Commerce Department estimates that population has increased by 95,700 from April 1, 1970, to July 1, 1975. The diversified economic base and the rapid population growth has contributed to the past economic stability of the county. Pinellas County has a more limited economic base which historically has been built around tourism and retirees. The county also has had a great deal of construction activity. Other major contributors to the economic foundation of Pinellas County are government, service, and education. From April 1, 1970, to July 1, 1975 Pinellas County's population grew by 130,400 individuals. Hernando County's economic base is built upon agriculture, rock mining,

and government service. This county is the most rural of the three and has had a much slower population growth. It is estimated that the county's total population on June 1, 1974, was 26,537. Because of this, the construction industry has not been as important to Hernando County as it has to the other two.

Since the end of World War II, Florida has experienced very rapid economic and population growth. This continued, with only minor interruptions, until the latter part of 1974 when the economy turned down. Of course, it is now known that the whole country was entering into the most severe recession since the 1930's. The economic downturn of 1974-1975 was even more severe in Florida than it was for the nation as a whole. The two principal causes of Florida's recession were the slowdown in the number of people moving into the state to establish residency and the almost total collapse of the construction industry. Obviously, these two causes are closely related. The construction industry was especially hard hit because of the decline of net in-migration and the squeeze upon construction profits because of rising interest rates and other costs which took place simultaneously. Today, there is still a large supply of dwelling units for sale, and interest rates and construction costs have remained high. Thus, most economists feel that Florida can not expect renewed rapid growth until the large inventory of apartments and condominiums is reduced. It is now obvious that much of the state's economic boom of the late 1960's and the early 1970's was fragile because it was based upon the construction industry feeding upon itself.

The best measure of the impact of the recession is unemployment percentages. Table 1 summarizes the unemployment data for the United

TABLE 1

MONTHLY PERCENT UNEMPLOYED IN THE UNITED STATES: FLORIDA: AND HILLSBOROUGH, PINELLAS, AND HERNANDO COUNTIES, JANUARY, 1974 - AUGUST, 1976

Date	U.S.[1]	Florida[2]	Hillsborough[3]	Pinellas[3]	Hernando[4]
1/74	5.2	4.7	3.6	4.0	6.9
2/74	5.2	4.7	3.7	4.4	6.2
3/74	5.1	4.9	3.8	4.7	6.2
4/74	5.0	5.3	3.8	4.5	5.8
5/74	5.2	5.4	4.1	4.8	6.3
6/74	5.2	5.1	5.0	4.6	6.3
7/74	5.3	5.6	5.2	4.4	9.8
8/74	5.4	6.3	5.2	5.0	7.2
9/74	5.8	6.9	5.5	6.0	7.6
10/74	6.0	8.0	5.5	6.2	7.6
11/74	6.6	8.8	6.6	8.2	8.6
12/74	7.2	10.0	6.5	9.6	11.9
1/75	7.9	9.2	8.1	8.6	11.6
2/75	8.0	9.2	8.6	9.0	10.8
3/75	8.5	9.8	9.1	9.4	11.7
4/75	8.6	10.2	9.2	10.2	12.5
5/75	8.9	10.1	9.6	10.2	11.8
6/75	8.7	11.1	9.6	9.7	13.2
7/75	8.7	11.2	8.9	8.7	13.1
8/75	8.5	11.5	12.4	10.1	14.8
9/75	8.6	11.8	12.9	10.4	14.5
10/75	8.6	11.5	12.7	9.9	17.4
11/75	8.5	11.4	13.7	10.3	19.4
12/75	8.3	11.0	12.6	9.8	21.0
1/76	7.8	11.0	12.3	9.6	16.9
2/76	7.6	11.0	12.6	9.6	18.4
3/76	7.5	11.0	13.2	9.2	20.3
4/76	7.3	11.0	13.5	9.3	19.7
5/76	7.5	10.9	13.8	9.1	20.1
6/76	7.8	9.6	12.5	8.2	25.2
7/76	7.8	7.2	N.A.	N.A.	N.A.
8/76	7.9	N.A.	N.A.	N.A.	N.A.

[1]New seasonal adjustments started in January, 1975

[2]Data beginning with April, 1976 will be revised at least one more time

[3]Data beginning with January, 1976 will be revised one more time

[4]All data are unadjusted

Sources: U.S. Survey of Current Business and State of Florida Department of Commerce Labor Market Trends.

States, Florida, and Hillsborough, Pinellas, and Hernando Counties. By assembling all of this data in one table the reader is better able to compare the performance of one to the other. In January, 1974, the nation had an unemployment rate of 5.2 percent but Florida's was even below that with an unemployment rate of only 4.7 percent. By July, the situation had changed; Florida's unemployment rate was greater than the national unemployment rate, and it has remained that way to the present. At the beginning of 1974, national unemployment was 5.2 percent. It rose to its peak of 8.9 percent in May, 1975, and is currently 7.9 percent. Florida's unemployment reached a high of 11.8 percent in September,1975, and declined to only 10.2 percent by July, 1976.

The three test counties show an even greater degree of increasing unemployment. In Hillsborough County, the unemployment rate was 3.6 percent in January, 1974, but rose to a high of 13.8 percent in May of 1976. It is obvious that Hillsborough County has not come out of the recession. This county has depended too much upon the construction industry and has been slow recovering due to continued sluggishness. On the other hand, Pinellas County's economy has performed a little better. Its unemployment rate increased from 4.0 percent to a high of 10.4 percent in September, 1975. The June unemployment rate was down to 8.2 percent. Why has Pinellas County managed to do so much better than her sister county? Pinellas County has a very stable income source from its large population of retirees. Most of the retirees who have made their homes in Pinellas County have dependable sources of income which are not greatly affected by economic recessions (dividends, interest, private pensions, and government retirement programs exemplified by Social Security). A second strong support of the Pinellas economy is the

tourist industry. In spite of the recession, the state has had two very good tourist seasons, and the sand beaches of Pinellas County have once more proved their value to the area. Hernando County has the greatest unemployment problem. The latest data show an unemployment rate of 25.2 percent in June of 1976. This unusually high unemployment figure has been neither adjusted nor revised. When the data are adjusted and revised we may find that unemployment decreases. Even if this is the case, Table 1 clearly indicates that the level of unemployment in Hernando County is still expanding and three times that of the national economy. The economic base of this county is not growing fast enough to absorb the expanding labor supply. Many of the unemployed workers in this county are looking for jobs in Hillsborough County.[8]

What has been the impact of the recession upon the CETA, Title I vocational and technical education program in Florida? From the supply side of the picture, it has increased the number of individuals eligible for the program. This may have upgraded the quality of the average student as some of the more recently unemployed (perhaps cyclical unemployed) workers attempt to learn new skills, and at the same time, receive an allowance. On the other hand, these newly unemployed workers may be squeezing out some of the very people the program was intended to help -- those with little or no work experience and no employable skills. It should be noted that those administering the programs seem to have made an earnest effort to adopt procedures designed to accept those applicants whose qualifications coincide with the Act's intent. Perhaps they have been successful.

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[8]Interview with Dr. Robert Westrick, Dean of the North Campus of the Pasco-Hernando Community College, August 30, 1976.

On the demand side, the number of jobs has declined. This is especially true for those who are eligible to receive training. The impact of this is that money wages have probably not increased very much during this period. When the inflation factor is considered, we can see that real wages have declined. For example, in Pinellas County, the average weekly earnings of the "All Manufacturing" category increased from $155.22 in May of 1974, to $171.97 by April of 1976, for an 11 percent increase; but during the same period the Consumer Price Index rose by 16 percent.[9] Thus, in real purchasing power terms, the worker's earnings declined by 5 percent.

Another problem created by the recession has been that of determining what skills should be taught. For example, the decision to teach a particular skill is made far in advance after a great deal of labor market analysis has been conducted. Once the need has been determined, the curriculum is developed and the first course is offered. The problem here is one of timing. The recession came on so fast and with such intensity that some of the skills which were thought to be needed in 1974 and early 1975 may not have been needed by the middle of 1975. This is one of the problems faced when one tries to anticipate the future job needs in the relatively unskilled areas.

It is our professional opinion that the impact of the recession upon the CETA, Title I program has been negative. The recession has increased the supply of trainee applicants while reducing the demand for them. The recession has retarded the growth of wage levels to such an extent that in many cases real wages have declined since May of 1974. Since the

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[9] U.S. Department of Labor, The Consumer Price Index. U.S. Dept. of Labor, Bureau of Labor Statistics, June 1974 and May 1976.

people trained by the CETA, Title I program are basically employed in entry level positions, their wages are entry level wages only, and these have probably been increased by the higher minimum wage. Wages, for entry levels, would probably have been even lower in the absence of the legislated wage increase brought about by the minimum wage.

In summary, the recession has placed a burden upon the CETA, Title I program which has, probably, lowered the benefits of the training to the individual and society. In other states where the impact of the recession has not been as great, entry level wages for CETA trainees have been much higher than those in Florida.[10] It seems probable that as the state economy improves, entry level wages will rise and the benefits derived from vocational and technical education programs will increase.

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[10]Interviews with Directors of Skills Centers in Ft. Worth, Texas; San Antonio, Texas; Oklahoma City, Oklahoma; Phoenix, Arizona; and Tucson, Arizona, August 16, 17, 19 and October 14, and 15, 1976. Also, interviews were conducted with members of the CETA, Evaluation Staff and the Office of Planning, Evaluation, and Research for the Title I Program in Washington, D.C.; October 13, 1976.

FIELD TESTS

This section of the study is based upon data collected by "in the field" research methods. It is the most important part of the study because it is here that the impact of CETA, Title I funding upon vocational and technical education is assessed. Benefit and cost data are collected and put into useable form so that, where possible, benefit-cost ratios can be developed.

PINELLAS COUNTY

CETA, Title I funds allocated to Pinellas County are channeled through the Pinellas County-St. Petersburg Manpower Consortium. Although both Pinellas County and the City of St. Petersburg are eligible to receive financial assistance as CETA prime sponsors (each with a population exceeding 100,000 persons), they elected to form a consortium for purposes of the Comprehensive Employment and Training Act. This procedure was adopted in order to address the labor market needs of Pinellas County in a comprehensive manner.

Primary administrative responsibility for manpower programs was delegated to the Board of County Commissioners by the consortium agreement which was executed in April, 1974. Consortium employees, although paid by grant funds, are employees of the county. Both the Chairperson of the Board of County Commissioners and the Mayor of the City of St. Petersburg, however, must approve all grant documents with the Department of Labor and the State of Florida. The county and the city also share equally the legal responsibilities associated with the execution of such documents.

The Board of County Commissioners has appointed a twenty member advisory council which meets monthly to discuss recommendations to assist the consortium in developing a "responsive plan." It should be noted here that the consortium is involved in the administration of programs funded through several different titles of the Comprehensive Employment and Training Act.

During the year ended June 30, 1976, the consortium operated CETA, Title I programs under a delivery system composed of coordinated but separate public and non-profit organizations. The consortium awarded grants to the public agencies involved and arranged delivery agent contracts with the non-profit entities.[11]

Table 2 contains a breakdown of CETA, Title I expenditures by program category for each organization for the July 1, 1975 - June 30, 1976, time period. Table 3 is a breakdown of Title I expenditures by cost category for each organization for the same time period.[12] In addition to "regular" Title I funds, $96,735.07 of Section 112 (of CETA, Title I) funds for vocational education were also expended in Pinellas County during the year ended June 30, 1976. As indicated in Table 2, this amount was spent for programs at the Pinellas County School Board, and although reported as a separate program category expenditure, the funds were dispensed as part of the classroom training effort.

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[11]The Pinellas County-St. Petersburg Manpower Consortium, "The Comprehensive Employment and Training Act (CETA) in Pinellas County," Mimeographed report from the Pinellas County-St. Petersburg Manpower Consortium, 1975, p. 13.

[12]Tables 2A, 2B and 3A in Appendix I provide the reader with a greater breakdown of expenditure data.

TABLE 2
CETA, TITLE I EXPENDITURES FOR PINELLAS COUNTY, JULY 1, 1975-JUNE 30, 1976
(Expenditures by Program Category For Each Organization)[a]

Organization	Total	Classroom Training	On-The-Job Training	Work Experience	Services to Participants	Vocational Education Funds[b]
Pinellas County Opportunity Council, Inc.	59,084.55				59,084.55	
Florida State Employment Service	161,134.00				161,134.00	
Pinellas County School Board	1,120,243.07	786,935.00		236,573.00		96,735.07
On-The-Job Training Program[c]	106,402.51	18,742.37	87,660.14			
Opportunities Industrialization Center	92,204.10	48,044.26			44,159.84	
Pinellas Municipal Work Experience Program[d]	416,738.26			416,738.26		
Gulf Coast Carpenter's Union Program	16,479.50	16,479.50				
Pinellas-St. Petersburg Manpower Planning Unit	39,526.04	18,340.08	1,857.73	13,755.06	5,573.17	
Total	2,011,812.03	888,541.21	89,517.87	667,066.32	269,951.56	96,735.07

[a]All figures include encumbrances as well as actual cash outlays.
[b]Section 112, CETA, Title I funds.
[c]See Table 2A in Appendix for breakdown of these expenditures among contractor and 21 subcontractors.
[d]See Table 2B in Appendix for breakdown of these expenditures among 16 municipalities, Florida State Employment Service and Pinellas County School Board.

TABLE 3
CETA, TITLE I EXPENDITURES FOR PINELLAS COUNTY, JULY 1, 1975-JUNE 30, 1976
(Expenditures by Cost Categogry For Each Organization)[a]

Organization	Total	Administration	Allowances to Clients	Wages to Clients	Fringe Benefits to Clients	Training Costs	Services to Clients
Pinellas County Opportunity Council, Inc.	59,084.55	17,216.84					41,867.71
Florida State Employment Service	161,134.00	27,260.00					133,874.00
Pinellas County School Board[b]	1,120,243.07	130,346.00	532,538.00	155,594.00	6,933.00	1[illegible],331.17	141,500.90
On-The-Job Training Program[c]	106,402.51	11,181.94				80,696.87	14,523.70
Opportunities Industrialization Center	92,204.10	24,021.84	19,069.38			16,963.96	32,148.92
Pinellas Municipal Work Experience Program[d]	416,738.26	7,308.00		380,566.09	28,864.17		
Gulf Coast Carpenter's Union Program	16,479.50					16,479.50	
Pinellas-St. Petersburg Manpower Planning Unit	39,526.04	39,526.04					
Total[b]	2,011,812.03	256,860.66	551,607.38	536,160.09	35,797.17	267,471.50	363,915.23

[a]All figures include encumbrances as well as actual cash outlays.
[b]These figures include Section 112-Vocational Education funds expended.
[c]See Table 3A in Appendix for breakdown of these expenditures among contractor and 21 subcontractors.
[d]See Table 2B in Appendix for breakdown of these expenditures among 16 municipalities and Florida State Employment Service and Pinellas County School Board.

If Section 112 monies are included, the total CETA, Title I expenditure for the year is $2,011,812.03. And if "112" expenses are added to regular classroom training expenditures, the sum is $985,276.28, which is 49 percent of the total. This is the program category of primary importance in this investigation.

PINELLAS COUNTY SCHOOL BOARD CLASSROOM TRAINING PROGRAM

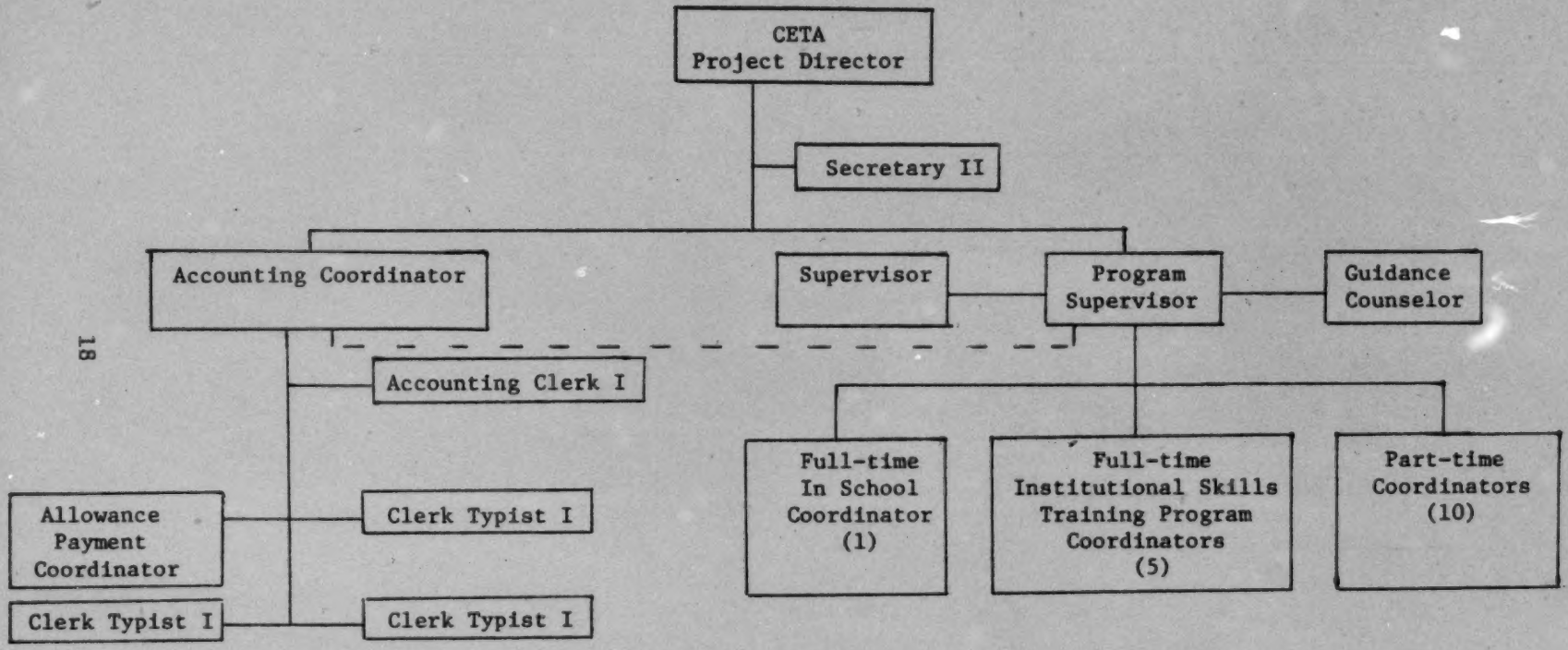
In focusing our attention on classroom training, it is obvious after an examination of the tables of expenditures that the Pinellas County School Board is the major factor in the administration of these programs. Of the $985,276.28 spent on classroom training (including Section 112 - vocational education funds), the school board was responsible for $883,670.07 or 90 percent of these expenditures.

As noted in Table 2, the school board also expended $236,573.00 on work experience programs. These programs are intended to provide job training in only a very general fashion and are only peripherally within the scope of this investigation. There is general agreement among those administering these programs that their basic intent is that of a stopgap measure to provide employment and income for particular segments of the population--in the case of school board programs, economically disadvantaged youth. A brief summary of the number and types of clients served, types of jobs provided, and the limited employability results will be discussed below in conjunction with the Pinellas Municipal Work Experience Program.

In beginning our analysis of the classroom training program at the Pinellas County School Board, we have presented an organization chart of the school board CETA unit (Exhibit 1) and its classroom training expenditures by cost category (see Table 4). Again, Section 112 funds

EXHIBIT I

ORGANIZATION CHART OF PINELLAS COUNTY
SCHOOL BOARD CETA UNIT



18

TABLE 4
PINELLAS COUNTY SCHOOL BOARD CETA, TITLE I BUDGETS AND EXPENDITURES, JULY 1, 1975-JUNE 30, 1976
(Expenditures by Cost Category for Each Program Category)

Cost Category	Title I Budget (Regular)	Title I Budget (Vocational Education funds)	Combined Budget	Classroom Training Expenditures (including Vocational Education funds)[a,b]	Work Experience Expenditures[a]	Total Expenditures[a]
Administration	140,170.00		140,170.00	92,532.00	37,814.00	130,346.00
Allowances to Clients	558,795.00		558,795.00	528,041.00	4,497.00	532,538.00
Wages to Clients	157,150.00		157,150.00		155,594.00	155,594.00
Fringe Benefits to Clients	12,880.00		12,880.00		6,933.00	6,933.00
Training Costs	105,880.00	74,890.00	180,770.00	153,331.17		153,331.17
Services to Clients	123,380.00	39,000.00	162,380.00	109,765.90	31,735.00	141,500.90
Total	1,098,255.00[c]	113,890.00[d]	1,212,145.00[e]	883,670.07	236,573.00	1,120,243.07

[a]Expenditure figures include encumbrances as well as actual cash outlays.
[b]$57,965.17 of Training Costs, $38,769.90 of Services to clients and $96,735.07 of Total represent Section 112, Vocational Education Funds expenditures (basically for the work evaluation program and purchase of equipment for classes).
[c]Program category breakdown is $831,985.00 for Classroom Training and $266,270.00 for Work Experience.
[d]Vocational Education Funds budget has been placed in the Classroon Training Program category for purposes of this analysis
[e]Program category breakdown is $945,875.00 for Classroom Training and $266,270.00 for Work Experience.

expended have been included under classroom training. Table 4 also contains a cost category breakdown of expenditures at the Pinellas County School Board for youth work experience programs.

The budget figures included in Table 4 are broken down by cost categories, but only the total amounts are separated for classroom training and work experience. This separation is indicated in the footnotes of the table. For further analysis of school board budget and expenditures, see Table 4A in Appendix I. The figures presented there are by line item within each cost category but do not include Section 112 funds.

School Board Classroom Training Program Delivery System

Before proceeding to a benefit-cost analysis of the CETA classroom training program at the school board, a description of the delivery system for the program is necessary. Basically, it involves two types of classroom situations and many different types of training. Table 5 contains a listing of the different types of training in which school board clients participated during the July 1, 1975 - June 30, 1976, time period and in which they were enrolled on August 18, 1976.

The first five training programs noted in Table 5 are referred to by the school board as "class size" programs. These are programs where the school board CETA unit originates classes exclusively for CETA participants. Classroom space is provided at no charge to the program by county vocational and technical schools, and instructors for these courses are hired through regular school board procedures. These instructors are paid, however, by CETA. Title I funds. Payments are also made from grant funds to the county schools for utilities used in the classrooms provided, except in the case of some of the general office clerk classes held at the St. Petersburg Vocational and Technical Institution. In this case, there is no charge for utilities.

TABLE 5
PINELLAS COUNTY SCHOOL BOARD: PROGRAM MEMBERSHIP DATA FOR CLIENTS TERMINATED, JULY 1, 1975-JUNE 30, 1976
(Program Data for those still in training on August 18, 1976 are also included in the last column)

Training Program	Completed Training Program	Terminated: Training Incomplete	Classroom Hours Required For Completion[a]	Attending on August 18, 1976[b]
Clerk, General Office	25	12	1,080	33
Auto Paint & Body Repair	9	5	2,160	9
Cooking & Baking	2	12	2,160 cooking 1,350 baking	12
Auto Mechanics		10	2,160	9
Diesel Mechanics	1	8	2,160	10
Bookkeeping	6		1,080	
Licensed Practical Nurse	3	1	1,350	11
Cosmotology	4		1,200	5
Data Processing	3	1	1,650	
Welding		3		2
Keypunch		2		3
Nurse Aid		1		
Masonry		1		
Commercial Art		1		1
Accounting Clerk[a]	1	1		
Horticultural		1		4
Lands Maintenance		1		2
Electronics		1		1
Air Conditioning				5
Civil Arch.				1
Drafting				4
Electro-Mech.				1
Const. Trades				4
Parts Clerk				2
Radio-TV Repair				8
Upholstery				2
Work Evaluation[b]	—	37	—	—
Total	54	98	N/A	129

[a]Only noted for classes organized exclusively for CETA trainees and for other programs which produced at least one completion during the year ended June 30, 1976. This information was not readily available for the accounting clerk training program.
[b]Clients attending Work Evaluation on August 18, 1976 are not included.

All other training programs listed in Table 5 and others available to CETA clients at various county institutions are referred to as "slot-in" programs. These are regular classes already in existence at county schools, and CETA clients are accepted into such classes on a space available basis. The charge to the CETA program for these trainees is only a flat fee for supplies and materials. The school board maintains a list of these charges for the various programs available at different vocational and technical schools in Pinellas County. These fees range from $11.50 for masonry to $253.94 for air conditioning technology, for one year (four quarters) of classes (for the classes noted in Table 5). Only one program, commercial art, was listed at no charge.[13]

An examination of Table 5 also reveals those training programs which were selected more often, those which produced more completions, and the classroom hours required for completion of the more popular programs. These classroom hours required for completion may be compared with the State Board of Education's concept of Full Time Equivalency (FTE), for school districts, which is 900 classroom periods (hours) for the school year (180 class days during the nine months x 5 periods per day). Class size training programs usually involve 30 hours per week in classes dealing with specified types of training; in addition, participants receive credit for some hours spent in supplemental classes. For example, it may be necessary for students to attend basic education courses in conjunction with both class size and slot-in training programs.

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[13] See Appendix II for supply and material costs for slot-ins, FY-76, for Tomlinson Adult Vocational Center, Pinellas Vocational Technical Institute, and Dunedin High School Night Program.

Trainees receive a basic allowance equal to the minimum wage of $2.30 per hour for the number of classroom training hours validated. This normally amounts to 37½ hours per week. If a client also receives unemployment compensation, however, this amount is deducted from his basic allowance. For example, if a client receives $50.00 a week unemployment compensation and goes to school 37½ hours in the program, the amount of his basic allowance is $86.25, but the CETA program will only pay $36.25 of this total.

Participants who receive Aid for Dependent Children or other public assistance (other than food stamps) are only paid a $6.00 per day incentive allowance from CETA; they do not receive the basic hourly allowance. Although the school board does not adjust its payments to those who receive food stamps, administrators of the food stamp program check with the school board concerning amounts food stamp recipients are paid by the school board.

Clients qualifying for the basic allowance may also receive $2.00 per day each for some dependents. It does not apply to the first two dependents or any beyond the sixth. A daily transportation allowance of $2.00 is paid to all clients the first 21 days. After this initial 21 day period, the daily transportation allowance ranges from a maximum of $2.00 downward.

All clients accepted into the school board classroom training program are referred to the school board by CETA units in two different Florida State Employment Service offices in Pinellas County (St. Petersburg and Clearwater). These units are financed by CETA, Title I funds to provide "intake assessment (eligibility determination), employability

assessment, orientation, job counseling, testing, selection and referral to training, job development and direct placement services. . . . to participants of all manpower programs of the consortium."[14]

Eligibility is determined by the criteria noted in the introduction of this study above. In addition, however, applicants are rated to determine the priority of those who are eligible for admission into the program. These rating criteria and a sample form used for this evaluation are included in Appendix III. Clients are also referred back to the Florida State Employment Service-CETA units upon termination from the training program for job placement services. A summary of client characteristics is provided in Table 6 for the 306 participants served by the school board in the year ended June 30, 1976; 68 clients who were terminated from the employment service-CETA units; and 33 who obtained employment.

In addition to the Florida State Employment Service units, another organization partially financed by CETA, Title I funds was involved in the selection of clients for the school board. The Pinellas Opportunity Council, Inc., a private, non-profit community action agency in Pinellas County, provided "outreach (recruitment), coaching and follow-up services. . . . in behalf of and coordinated with the other manpower programs of the consortium."[15] After an examination of client files at the school board, it was found that 49 of 360 school board clients were originally referred to the employment service by the Pinellas Opportunity Council. Although these 360 clients were not all in the program during the time

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[14]The Pinellas County-St. Petersburg Manpower Consortium, pp. 4-5.

[15]Ibid., p. 4.

TABLE 6
PINELLAS COUNTY SCHOOL BOARD: SUMMARY OF CLIENT CHARACTERISTICS, JULY 1, 1975-JUNE 20, 1976

Characteristic		Total Clients Served (Includes those carried over)	Clients Terminated From CETA[a]	Clients Employed After Termination
Total		306	68(80)[b]	33(37)[b]
Sex	Male	159	32(40)[b]	11(12)[b]
	Female	147	36(40)[b]	22(25)[b]
Age	18 and under	42	7	3
	19 - 21	89	17	11
	22 - 44	146	34	15
	45 - 54	19	7	3
	55 - 64	10	3	1
Education	8 and under	22	5	3
	9 - 11	140	19	9
	High School Graduate or Equivalent	129	42	20
	Post High School	15	2	1
Family Income	Aid For Dependent Children	30	6	2
	Other Public Assistance	18	3	
	Economically Disadvantaged	287	60	30
Ethnic Group	White	213	48	25
	Black	90	18	6
	American Indian	1	1	1
	Other	2	1	1
Spanish American		1		
Limited English-Speaking Ability		3		
Migrant or Seasonal Farm Family Member		1		
Veteran	Recently Separated	6		
	Special	9	3	
	Other	14	2	
Handicapped		34	8	4
Full-Time Student		14	2	2
Offender		29	11	2
Labor Force Status	Underemployed	18	7	4
	Unemployed	281	60	28
	Other	7	1	1
Receiving Unemployment Insurance		26	2	2

[a] Reflects the number of clients that terminated from both the school board's training program and the Florida State Employment Service--CETA Units, between July 1, 1975, and June 30, 1976.

[b] Figures in parentheses reflect an additional twelve clients terminated from the school board program between July 1, 1975, and June 30, 1976. Information regarding their final dispositions at Florida State Employment Service--CETA Units was not available at the time that the School Board completed its summary of client characteristics for July 1, 1975, through June 30, 1976.

period under investigation, the sample does indicate the extent to which the council's services have affected the school board program.

When clients are referred to the school board from the employment service units, they are usually placed in a work evaluation group where four different areas are assessed. Social and behavioral functioning and work habits are evaluated through the observation of work samples and testing. Test results indicate academic and learning skills; and tests, together with medical questionnaires, are also administered to determine medical and physical condition.

If a client attends work evaluation sessions on a full-time basis, it requires 10 class days or 50 hours at the rate of 5 hours per day. Some participants, however, can only attend sessions for 2 hours at night. This, of course, means that these clients will be in work evaluation for approximately one month. It may even require slightly longer since there may be a problem of when a particular examination is scheduled to be offered again.

Those administering the program state that eight percent of the clients completing work evaluation are not accepted into the program, and these are normally not rejected because of academic deficiencies. Of course, some clients may decide during or after work evaluation that they do not desire to enter the program. As indicated in one of the footnotes to Table 4, the work evaluation program was one of two purposes for which Section 112 funds were primarily expended during the year ended June 30, 1976.

School Board Classroom Training Program Benefits and Costs

With some understanding of the delivery system for the classroom training program at the Pinellas County School Board, it is now possible

to proceed to some comparisons of benefits achieved with the total classroom training expenditure of $883,670.07 at the school board. We will begin by stating benefits in rather general terms and then move to a more quantitative and specific approach for comparing benefits with costs.

The total number of clients participating in classroom training programs at the school board between July 1, 1975, and June 30, 1976, was 306 as indicated in Table 6. This figure, however, does not indicate the number in training throughout the entire year; in addition, it represents the gross number enrolled in the school board's Institutional Skills Training Program--including those who only received work evaluation services. Of the 306 who participated, 123 were carried over from the year ended June 30, 1975, and 154 were still enrolled on June 30, 1976. It should be noted that some who were carried over from the previous year may still have been enrolled on June 30, 1976. Of course, with 306 enrolled during the year (including carry overs) and 154 still in the program on June 30, 1976, the total terminated during the year was 152.

In order to determine the cost of carrying a client in the program, the entire sample of 306 clients served during the year must be considered with proper allowance, of course, for the portion of the year that each was served. This is necessary because we are dealing with cost data for the complete year. When looking at benefits, however, we must concentrate on the smaller sample of 152 who terminated from the school board's program. Eighty of these clients also terminated from CETA units at the Florida State Employment Service offices, and the final dispositions reported for 70 of these participants provide readily measurable results for this group. These 70 either obtained employment or

terminated non-positively; the other 10 were reported as other positive terminations (see footnotes to Table 8 for explanation of other positive terminations). Seventy-two of the 152 who terminated from the school board program are still "holding" with the employment service, and no final dispositions have been reported.

At first glance, it might seem appropriate and convenient to only use the group of 70 who obtained employment or terminated non-positively for a benefits sample. This would not be a valid indicator of benefits which could be used to project expected results for other groups, however, since it would be weighted more heavily in favor of clients who completed training than the larger sample of 152 who terminated. Any sample of only clients terminated from the employment service would probably be weighted in favor of those more employable, with those who are less employable more likely to be holding at the employment service at any point in time.

The characteristics of the group of 70 can be examined, however, to determine the factor or factors most responsible for favorable outcomes, and then results can be estimated for the remaining group of 82 (the 72 still "holding" plus the other 10 positive terminations) based on its characteristics compared with those of the group of 70. This should provide a sample which yields a result more acceptable for use as a general indicator. Of course, any attempt to use the entire 306 clients enrolled for a benefits sample would be superfluous since benefits for the 154 still in training on June 30, 1976, would have to be estimated from results and characteristics of smaller samples.

In examining the sample of 152 terminated clients, we should note that, for some, a percentage of their training occurred during the year

ended June 30, 1975. It is only important, however, to note the time that each spent in the program. It will then be assumed that benefits for months spent in the program by each client during the July 1, 1975 - June 30, 1976, time period will be the same as those resulting from the months spent in training by the group of 152 who terminated. Once the cost of one month in the program is determined, benefits per month can, of course, be converted into benefits per dollar of cost.

As noted above, the total 306 clients served must be considered in arriving at an estimate of the cost of carrying a client in the school board program during the year ended June 30, 1976. In order to take proper account of the length of time each of these clients spent in the program, the average daily enrollment in the program has been calculated. Table 7 has been prepared to facilitate an understanding of this calculation.

Through the procedure illustrated in Table 7 we arrived at an enrollment figure which we can treat as being the number of clients in the program (including work evaluation and those awaiting classes) continuously throughout the one year period. True, this is only an average figure for the year, based on mean figures for each month. With enrollment numbers for the beginning and ending of each month, however, it is a fairly reliable average.

We should point out that clients awaiting classes required some services from the school board and were legitimately included as enrolled in the program. Clients who had terminated training and were still not terminated from the Florida State Employment Service-CETA units were properly not included as enrolled. The employment service is continuing to try to place these clients in jobs, but they are no longer associated with the training program.

TABLE 7
PINELLAS COUNTY SCHOOL BOARD: MONTHLY ENROLLMENTS
IN INSTITUTIONAL SKILLS TRAINING PROGRAM
(Includes clients actively involved in
Classroom Training, in Work Evaluation,
Holding and Assigned to a Class, and
Holding and Not Yet Assigned)

Date	Number Enrolled in Program	Average Daily Enrollment	Month
June 30, 1975	123		
		119	July, 1975
July 31, 1975	115		
		114	August, 1975
August 31, 1975	112		
		111	September, 1975
September 30, 1975	110		
		115	October, 1975
October 31, 1975	119		
		121	November, 1975
November 30, 1975	123		
		129	December, 1975
December 31, 1975	135		
		135	January, 1976
January 31, 1976	134		
		135	February, 1976
February 29, 1976	136		
		150	March, 1976
March 31, 1976	164		
		165	April, 1976
April 30, 1976	166		
		167	May, 1976
May 31, 1976	167		
		161	June, 1976
June 30, 1976	154		

Total of Average Daily Enrollments	1,622
Average Daily Enrollment for Year Ended June 30, 1976 (1,622 ÷ 12)	135

We can, at this point, make an estimate of the CETA cost of carrying a client in the school board program for one year by dividing the average daily enrollment figure of 135 into the total amount spent on classroom training of $883,670.07. This yields an estimate of $6,545.70 per client for one year in the program and $545.48 per client for each month. We have noted this as a CETA cost estimate because it is computed directly from amounts reported as CETA program outlays by the school board. Later, we shall want to consider other CETA outlays associated with this program as well as related county expenses.

An examination of data received for the 152 clients terminated from the school board program in the year ended June 30, 1976, provides an approximation of the average time each spent in the training program; this figure is 7.4 months.[16] A contributing factor to this low average time in the program was that 37 of the 152 clients were involved in work evaluation only.

Applying the $545.48 monthly cost to carry a client in the program, we can estimate the average cost of carrying the 152 clients in the school board program to be $4,036.55. We must remember, however, that this is an estimate of what it cost per client to provide 7.4 months in the program--not one calendar year.

If we multiply $4,036.55 times the 152 clients, we arrive at a total training cost of $613,555.60--not $883,670.07. In other words, 152 clients for an average of 7.4 months is only 69 percent of 135 clients for an average of one year. This indicates that our benefit sample is

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[16]This was derived by working through the files of the 152 clients and rounding the data in order to approximate the time spent in the program by each individual.

smaller than our cost sample. This is necessary because our cost data are for a full year, but the sample of 152 clients terminated during the year does not reflect the full year's effort for the school board training program.

After calculating the benefits of the sample of 152 for comparison with the cost of $613,555.60, we can then estimate benefits achieved for the full year's expenditure of $883,670.07 by utilizing the ratio between these two cost figures. In other words, if $613,555.60 provides x benefits, we can estimate the benefits achieved from the $883,670.07 expenditure by multiplying x benefits times $\frac{\$883,670.07}{\$613,555.60}$. It is perhaps more enlightening, however, to concentrate on the benefit and cost per client.

Before continuing with the calculations necessary to quantify the benefit per client achieved through school board programs, we can pause at this point to present several tables which should provide the reader with a general idea of the benefits accruing to the 152 clients terminated during the year ended June 30, 1976. In a broad sense, Tables 8, 9 and 10 present data which indicate the benefits resulting from $613,555.60 of the $883,670.07 spent on classroom training by the school board in this time period. As noted in the preceding paragraph, benefits to be expected from the larger expenditure for the full calendar year could be projected.

In order to get a clear picture of benefits from the tables mentioned above, we must separate the results for the 70 who obtained employment or terminated non-positively from the other 82 and determine the differences in the employability characteristics of the two groups. The results for the group of 82 can then be estimated and added to those for the group of 70.

TABLE 8
PINELLAS COUNTY SCHOOL BOARD: STATUS OF CLIENTS
TERMINATED, JULY 1, 1975-JUNE 30, 1976

Status	Completed Training	Terminated: Training Incomplete	Total	Terminated: Training Incomplete--Four or More Months	Work Evaluation Only
Terminated from School Board	54	98[a]	152	51	37
Terminated from Florida State Employment Service --CETA Units	33	47	80	31	13
Self-Placement[b]	20	5	25	3	2
Indirect Placement[c]	5	4	9	4	
Direct Placement[d]		3	3		3
Other Positive[e] Termination	5	5	10	5	
Non-Positive[f] Termination	3	30	33	19	8
Holding with Florida State Employment Service --CETA Units	21	51[a]	72	20	24

[a]Three were back in training program on 6/30/76.
[b]Some of these placements were effected by the Pinellas County School Board. Those who obtained employment have been placed in this category if not placed by Florida State Employment Service--CETA Units.
[c]These clients were placed by Florida State Employment Service--CETA Units after receiving training beyond Work Evaluation.
[d]These clients were placed by Florida State Employment Service--CETA Units after only receiving some portion of Work Evaluation.
[e]These clients were terminated from this CETA program to enroll in an activity funded by another CETA Title or a Manpower program not funded by CETA, to enroll in full-time academic or vocational schools, or to join the service (4 CETA transfers, 2 joined service, and 4 terminated for educational purposes.)
[f]These clients were terminated from the Florida State Employment Service--CETA Units without any positive results.

TABLE 9
PINELLAS COUNTY SCHOOL BOARD: EMPLOYMENT DATA FOR CLIENTS
TERMINATED, JULY 1, 1975-JUNE 30, 1976

	Last Previous Occupational Title	Wage Rate	New Occupational Title	Wage Rate	Sex of Client	Type of Placement	Approximate Time in Training Program[a] (*Completed)	Type of Training	Relationship of New Occupation To Training
1.	Waitress	1.60	Clerk, General Office	2.10	Female	Indirect	6 months*	Clerk, General Office	Related
2.	Secretary	1.60	Clerk	2.50	Female	Self-Placement	4 months*	Accounting Clerk	Related
3.	Waitress	1.00	Teacher's Aide	2.50	Female	Self-Placement	8 months	Cooks and Bakers	Unrelated
4.	Cook	1.85	Car Clean Up	$7-$10 per car	Male	Indirect	8 months	Auto Paint & Body Repair	Unrelated
5.	Bartender	2.00	Receptionist	2.30	Female	Self-Placement	9 months*	Clerk, General Office	Related
6.	Bookkeeper	2.25	Clerk, General Office	3.00	Female	Self-Placement	9 months*	Bookkeeping	Related
7.	Waitress	1.35	Clerk, General Office	2.50	Female	Self-Placement	9 months*	Clerk, General Office	Related
8.	Clerk, General Office	1.85	Teacher's Aide	2.20	Female	Self-Placement	12 days	Work Evaluation	Unrelated
9.	Iron Worker	3.50	Iron Worker	3.50	Male	Self-Placement	3 days	Work Evaluation	Unrelated
10.	Bus Boy	1.90	Kitchen Helper	2.25	Male	Direct	1 month	Work Evaluation	Unrelated
11.	Duct Installer	4.00	Unknown	2.50	Male	Indirect	1 year	Diesel Mechanic	Unknown
12.	Cashier	2.00	Clerk, General Office	2.30	Female	Indirect	1 year*	Clerk, General Office	Related
13.	Barmaid	2.25	Laborer	2.30	Female	Direct	9 days	Work Evaluation	Unrelated
14.	Cashier	2.00	Teller	2.50	Female	Self-Placement	1 year*	Clerk, General Office	Related
15.	Cashier	2.00	Kitchen Helper	2.30	Female	Indirect	1 year	Cooks and Bakers	Related
16.	Shipping Clerk	1.90	Mail Teller	2.30	Female	Self-Placement	1 year*	Clerk, General Office	Related
17.	Assembler	2.00	Clerk, General Office	2.30	Female	Self-Placement	1 year	Keypunch	Related

TABLE 9 CONTINUED

	Last Previous Occupational Title	Wage Rate	New Occupational Title	Wage Rate	Sex of Client	Type of Placement	Approximate Time in Training Program[a] (*Completed)	Type of Training	Relationship Of New Occupation To Training
18.	Waitress	1.70	Laundry Worker	2.30	Female	Indirect	1 year*	Clerk, General Office	Unrelated
19.	Sales Trainee	2.25	Mechanic	2.50	Male	Self-Placement	1 year*	Diesel Mechanic	Related
20.	Nurse Aide	2.00	Licensed Practical Nurse	2.85	Female	Self-Placement	1 year*	Licensed Practical Nurse	Related
21.	Nurse Aide	2.64	Licensed Practical Nurse	3.30	Female	Indirect	1 year*	Licensed Practical Nurse	Related
22.	Cashier	1.90	Licensed Practical Nurse	2.90	Female	Self-Placement	1 year*	Licensed Practical Nurse	Related
23.	Maid	2.00	Cleaner	2.30	Female	Indirect	4 months	Nurse Aide	Unrelated
24.	Laundry Worker	2.25	Clerk, General Office	2.80	Female	Self-Placement	14 months*	Clerk, General Office	Related
25.	Public Checker	2.10	Secretary	3.00	Female	Indirect	14 months*	Clerk, General Office	Related
26.	Draftsman	3.00	Office Worker	3.06	Male	Self-Placement	10 months*	Bookkeeping	Realted
27.	Maid	2.00	Office Worker	2.90	Female	Self-Placement	15 months*	Clerk, General Office	Related
28.	Store Laborer	2.20	Watchman	2.30	Male	Direct	14 days	Work Evaluation	Unrelated
29.	Cosmetologist	2.00	Accounts Payable Clerk	2.95	Female	Self-Placement	11 months*	Clerk, General Office	Related
30.	Tray Line Worker	1.90	Keypunch Operator	2.70	Female	Self-Placement	15 months	Data Processing	Related
31.	Piece Worker	1.50	Clerk, General Office	3.00	Female	Self-Placement	16 months*	Bookkeeping	Related
32.	Construction Laborer	2.85	Auto Body Repair	2.50	Male	Self-Placement	1 year*	Auto Paint & Body Repair	Related
33.	Service Station Attendant	2.75	Auto Body Repair	3.00	Male	Self-Placement	17 months*	Auto Paint & Body Repair	Related
34.	Plater	3.42	Auto Body Repair	3.00	Male	Self-Placement	17 months*	Auto Paint & Body Repair	Related
35.	Construction Laborer	2.00	Auto Body Repair	2.30	Male	Self-Placement	17 months*	Auto Paint & Body Repair	Related
36.	Cashier	2.10	Credit Clerk	2.80	Female	Self-Placement	17 months*	Clerk, General Office	Related
37.	Recreational Aide[b]	1.94	Welder	7.46	Male	Self-Placement	17 months*	Welding	Related

[a]Times indicated in this column reflect dates entered and terminated from School Board programs. They do not necessarily indicate the times the students were actually involved in Classroom Training.

[b]This outcome is somewhat exceptional, considering the high new wage rate obtained, and its affect on averages in Table 9 may cause those figures to be higher than can be expected in the future.

TABLE 10
PINELLAS COUNTRY SCHOOL BOARD: SUMMARY OF WAGE CHANGES
FOR CLIENTS EMPLOYED AFTER TERMINATION
(Clients Terminated, July 1, 1975-
June 30, 1976)

Hourly Wage	37 Clients Entering Employment		27 Clients Entering Related Employment		10 Clients Entering Unrelated Employment	
	Before Participation[a]	Upon Entering Employment[a]	Before Participation[a]	Upon Entering Employment[a]	Before Participation[a]	Upon Entering Employment[a]
$1.00-1.99	13	1[b]	8		5	1[b]
2.00-2.99	20	27	17	19	3	8
3.00-3.99	3	8	2	7	1	1
4.00-4.99	1				1	
5.00-5.99						
6.00 or more		1		1		

Additional Information Categories	37 Entering Employment	27 Entering Related Employment	10 Entering Unrelated Employment[e]
Number of Salary Increases	32	25	7
Number of Salary Decreases	3	2	1
Number With No Salary Change	2[c]		2[c]
Mean Entry[d] Wage	$2.15	$2.12	$2.23
Mean Exit Wage	$2.73[c]	$2.86	$2.40[c]
Mean Difference	$ .58[c]	$ .74	$ .17[c]
Meadian Entry[d] Wage	$2.00	$2.00	$1.95[f]
Median Exit Wage	$2.50[c]	$2.80	$2.30[c]
Median Difference	$ .50[c]	$ .80	$ .35[c,f]

[a]Does not include wages in the form of tips where applicable.
[b]Represents hourly wage for client receiving $7-$10 per car for car clean up in new employment.
[c]Client noted in footnote b is assumed in all cases to have same exit wage as he had when entering ($1.85 per hour).
[d]Entry wage is based on last previous wage before entering program.
[e]Includes one client whose type of employment is unknown.
[f]Average wage of 5th and 6th clients was used for the median.

Thirty-seven of the group of 70 obtained employment, while the remaining 33 were reported as non-positive terminations by the employment service-CETA units. It is assumed that no measurable job benefits will accrue to these 33 clients. Of the 37 who obtained employment, 27 were employed in jobs related to their training.

New jobs and wages obtained are listed in Table 9. The types of training received and last previous employment and wages are also included. It should be remembered that approximately 92 percent of school board participants were not employed at the time they entered training (see Table 6). As the data in Table 10 indicate, the increase in the mean wage (from the mean wage in the last previous employment) for the 37 entering employment was $.58. The average increase was only $.17 for the 10 obtaining unrelated employment, however, compared with $.74 for the 27 employed in related jobs.

The group of 70 contained 28 clients who completed training programs and only 13 who received no training beyond work evaluation. Twenty-five of the 37 who obtained employment and 24 of the 27 employed in related occupations completed training. Only three who completed training did not obtain some type of employment prior to termination from CETA.

Seventy-two of the 152 clients terminated from the school board program are still holding with the employment service, and 10 were reported as other positive terminations. In this group of 72, 21 completed training, and 24 received no training beyond work evaluation. Five of the 10 other positive terminations were clients who completed training, while all of the remaining five received some training beyond work evaluation.

In determining direct economic benefits for trainees, changes in wages are the primary consideration. It has already been noted above that most participants did not have a job when entering the training program. It could be assumed, therefore, that the entire wage received in the new employment is a benefit resulting from the training--if the employment is training related. Another approach would be to assume that most trainees would have found a job similar to their last previous employment within the time period required for training. Although it is not likely that this would have occurred for everyone, some would have no doubt found similar employment much earlier. On the average, this appears to be a more reliable approach than assuming that all participants would have remained unemployed indefinitely without training.

If it is, therefore, assumed that incremental wages are the proper indicators of training benefits, the question arises as to whether some wages for previously held occupations would also have increased during the time period elapsed. If this is true, any calculation of incremental wages must include such an increase in prior wages before increments are determined. The minimum wage increased from $2.20 per hour to $2.30 per hour on January 1, 1976, and the average wage for all manufacturing employees in Pinellas County increased 3.6 percent from May, 1975 to May, 1976. Furthermore, it can be noted in Table 10 that the minimum wage for those obtaining unrelated employment increased by $.17 per hour. There is not too much doubt about training being of little importance in the ability of these clients to find new employment. Five of the 10 received no training beyond work evaluation.

At this point, we may want to estimate employability results for the 72 clients still holding at the employment service and also for the 10 other positive terminations in order to bring benefits for the 152

clients terminated into clearer focus. It appears logical to base any such estimate on a comparison of the characteristics and results of the 70 clients obtaining employment or terminating non-positively with those for the other 82 participants. The assumption here for the 10 other positive terminations is that they have the same potential for future benefits as those who are holding--adjusted, of course, for differences in trainee characteristics. Actually, their benefits, if achieved, will probably occur later due to their participation in other activities at the current time.

When we combine the 72 still holding with the 10 other positive terminations, we have a group of 82, with 26 (32 percent) who have completed training and 24 (29 percent) who have completed no more than work evaluation. This compares with 28 (40 percent) completions and 13 (19 percent) with only work evaluation for the other 70 clients. With regard to employability (benefits) resulting from training, the group of 70 is superior in both aspects.

An examination of Table 8 shows that 25 (68 percent) of 37 who obtained employment completed training, and data in Table 9 indicate that 24 (89 percent) of the 27 clients entering related employment completed. Clearly, the completion of training is an important factor in obtaining employment (particularly when related), since those who completed training only represented 28 percent of the 70 clients for which final dispositions were recorded (not including other positive terminations as final dispositions). Furthermore, a smaller percentage of clients who have only work evaluation is superior in terms of opportunities for related employment since, by definition, any job obtained by these clients should be designated as unrelated to training.

Since the sample of 70 is superior in both respects noted above, it will be assumed that we can expect less results from the group of 82 than is indicated by the relative sizes of the groups. That is, we do not expect benefits from the 82 to be as much as $\frac{82}{70}$ x benefits from the sample of 70. How far do we expect results to fall below this amount? A generous approach is to ignore the percentage differences in "work evaluations" for the two groups and concentrate on the difference in the proportions of those who completed training.

We can then assume that benefits for the 82 will be equal to $\frac{82}{70} \times \frac{32}{40}$ or 94 percent of the benefits for the 70 because, although the sample is larger (82 versus 70), the proportion of those with training completed is smaller (32 percent versus 40 percent). Of course, to determine the total benefit for the 152 clients terminated from the school board training program, the benefits for the two groups will have to be added together.

In other words, if the reader makes a subjective valuation of the benefits for the group of 70 from Tables 9 and 10, he can extend this to the sample of 152 by adding another 94 percent of this valuation. It should be emphasized that this may be somewhat generous with regard to attributing benefits since the slightly larger percentage of those with work evaluation only in the group of 82 was not assumed to lower expected benefits for that group. It can also be argued that even those who have completed training in the group still holding at the employment service are not as potentially employable as others who completed training, precisely because they are still engaged in job search. Some trainees are able to obtain employment which begins upon their termination from training.

The above concludes the discussion of school board CETA costs and benefits in "general terms." The analysis will now move to a discussion of benefit-cost ratios in specific, quantitative terms--based on these CETA reported expenditures. By necessity, this will require that additional assumptions be made with regard to the continuation of benefits for those trained. It is realized that numerous assumptions have already been introduced in order to proceed this far. And it is certainly valid that the use of such assumptions qualifies the measurement results derived.

Since the future must be considered, however, in arriving at any meaningful results, this procedure is required. It should be emphasized that perhaps the most valuable aspect of this study is the development of a logical framework to be used in thinking through the problems of benefit-cost determination. Different readers will, of course, disagree regarding which assumptions are the most proper, but each may then use the framework in conjunction with his own assumptions in order to weigh the programs involved.

School Board Classroom Training Program Benefit-Cost Ratios

In working toward specific benefit-cost ratios for the school board program, we will assume that the proper indicator of benefits is the incremental wage for each client obtaining related employment--with the wage received in the last previous employment adjusted upward somewhat. As indicated previously, this upward adjustment appears justified on the bases of increases in minimum wages, manufacturing wages in Pinellas County, and the ability of clients entering unrelated employment to achieve higher wages than in their previous jobs.

One possible reason for an upward bias in wages of trainees is the relatively low age group involved. For example,

younger workers may benefit some in wages they receive and types of employment they obtain due to the development of better work habits as a result of general maturity factors. This can be an important element where potential employers are concerned. In addition, newly acquired knowledge regarding the availability of employment services provided by the Florida State Employment Service and the job market in general may be a factor in younger employees obtaining better jobs without training.

At any rate, we feel it is appropriate here to use the $.17 increase in the mean wage for those receiving unrelated employment as an indication of the amount by which wages for those receiving related employment would have increased without training. Although the $.17 average increase is derived from a very small sample, we think this methodology is a good one for future use, providing that care is taken to make sure that the jobs included as unrelated are indeed that.[17] The procedure noted above will reduce the mean incremental wage resulting from training, for those receiving related employment, from $.74 per hour to $.57.

The next consideration is that of projecting incremental benefits into the future and then determining the present value of this stream of estimates. Since costs of training represent current outlays, benefits must be capitalized and expressed in terms of their current value in order to allow a proper comparison. In other words, amounts received in the future are currently worth whatever amount must be invested today, at the appropriate compound interest rate available, in order to return those benefits in the future at the times specified.

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[17] One could possibly argue that such clients are somewhat more employable than others (without training) since a large percentage found jobs while still in work evaluation.

And given positive interest rates, this present value will, of course, be smaller than the sum of the future stream of benefits.

In order to estimate the future flow of benefits, we must first determine whether the best procedure is that of assuming increments in wages due to training will remain constant, increase at some rate over the years, or decline. Then, work life expectancies may be used to estimate the length of time these incremental returns may be expected to continue.

One method used by economists to project future income, when called upon to give expert testimony as witnesses in wrongful death and injury suits, is to calculate a growth rate to apply to the last previous income of the party involved. This is done by adding the average rate of growth in the consumer price index and the average rate of growth of labor productivity.[18] Typically, the most recent 20 - 25 year time period is used as a base for the calculations of such averages. Although we are dealing here with an increment in income rather than the total amount earned by an individual, the same rationale used to justify this method by economists should apply. Percentage growth in total income due to inflation and labor productivity will also result in the same percentage growth in the wage increment.

The methodology outlined in the previous paragraph yields at this time an annual growth factor of 5.5 percent. This is based on the labor productivity index for the 1948 - 1974 period and the consumer price index for the 1948 - 1975 time period.[19] The respective growth rates in these indices were 2.08 percent and 3.43 percent.

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[18] See, Bealiew vs. Eliott (434 P 2d 665, Alaska 1967).

[19] Economic Report of the President: 1975 (U.S. Government Printing Office; Washington, D.C.), 1975, p. 286 and p. 300.

In the same court cases referred to previously, it is common practice to use "Work Life Expectancy Tables" calculated and published by the U. S. Department of Labor in order to estimate the time period during which future projected earnings may be expected to continue.[20] Although precise age data was not readily available for trainees obtaining related employment, an examination of Table 6 indicates that 42 percent of a sample of 33 clients who obtained some type of employment were 21 or younger, 45 percent were 22 - 44 years of age, and 12 percent were 45 - 64. The decision was, therefore, reached to use age 28 as the mean age for those trainees who obtained related employment. The U.S. Department of Labor tables indicate that the work life expectancy at age 28 is 34.2 years.

The next step in calculating the present value of future benefits is to determine the proper discount rate to be used in capitalizing the flow of incremental wages expected over the 34.2 year period. One acceptable procedure is to use the compound interest rate (net yield to maturity) currently offered on U.S. Government bonds which will mature at approximately the same time the work life expectancy is forecast to end. This rate indicates a certain percentage return which the Federal Government could earn on money invested over this time period by simply retiring the bonds currently and thereby avoiding the future payments to bondholders.

If Federal Government dollars spent currently will not provide future returns which represent at least this percentage yield, then on the basis of income alone, those who are expected to benefit from the expenditures

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[20]"A Table of Expected Working Life for Men, 1968", Monthly Labor Review, (June 1971), pp. 51-52.

will benefit more if the government simply retires the bonds (instead of making the current expenditures) and makes direct transfer payments to them in place of those to the bondholders. And the government will still spend the same amounts at the same times.

The net yield to maturity currently available on U.S. Government bonds maturing in the year 2005 is approximately 8 percent. When this is used as the discount rate and 5.5 percent is used as the growth rate, the present value of incremental wages over the next 34 years for each client obtaining related employment is $26,941.32. This is based on 2,080 hours of work per year which is the figure used by the U.S. Department of Labor as the average number of hours per year worked (40 hours per week times 52 weeks). The incremental hourly wage used for the first year was the $.57 noted previously, and the 5.5 percent increases were assumed effective at the beginning of each succeeding year. All payments for incremental wages, however, were assumed to occur at the end of each year.

The above procedure emphasizes the large benefit, even when discounted to current dollars, which can be provided by a relatively small increase in the hourly wage received. It should also be emphasized, however, that the present value of future benefits is extremely sensitive to rather small absolute changes in the growth and discount rates used. Since few analysts will disagree with a statement that the risk-free interest rate on U.S. Government bonds was the lowest possible discount rate which could have been selected for our calculations, this is a very important consideration. One could legitimately argue that a significantly higher rate should have been used in order to reflect the uncertainty surrounding the future expected returns resulting from training.

Another area in which the present value calculation above was generous was in the assumption of full employment throughout the work lives of trainees. It would perhaps be more accurate to reduce the average number of hours worked per year by a percentage equal to the average rate of unemployment experienced for some representative base period in the past. Furthermore, it can be argued that average rates of unemployment will be even higher for these workers due to personal characteristics and the types of employment obtained.

In order to demonstrate how some of these variations in our previous computation can affect the present value of benefits for trainees, we can, at this point, present some alternative estimates. First, we will assume a 12 percent discount rate (instead of 8) and 10 percent unemployment (rather than zero). This reduces the current value of benefits from $26,941.32 to $14,486.78 for each client entering related employment. A still more pessimistic estimate can be obtained by using a 13½ percent discount rate and assuming unemployment of 15 percent per year on the average. This results in a capitalized value of future returns for trainees of $11,676.85 each. In both of these additional calculations the growth rate in incremental wages was assumed to be 5.5 percent, as before.

At this point, we should recall the cost per trainee previously calculated for participants who terminated from the Pinellas County School Board during the period July 1, 1975 - June 30, 1976. This figure was $4,036.55 for each of these clients, with each one averaging 7.4 months in the school board program. We can not directly compare this amount, however, with any of the above benefit per client figures to get a representative benefit-cost ratio. Only 27 of 70 clients for which final

dispositions have been determined obtained jobs related to training. This means 43 of these trainees contributed $4,036.55 each to costs but nothing to benefits. In addition, we must also consider the costs and estimated benefits for the other 82 clients for which no final dispositions have been determined.

Of the remaining 82 clients terminated from the school board program during the year ended June 30, 1976, it was estimated that the results will be equal to 94 percent $\left(\frac{82}{70} \times \frac{32}{40}\right)$ of those obtained for the 70 with final dispositions. This was based on the relative sizes of the two groups and the relative percentages of trainees who completed training within the groups. Since 27 of the 70 entered related employment, the indication is that 25 (94 percent of 27) of the remaining 82 will obtain employment related to their training. Benefits are also expected to be the same for each of these as for each of the 27 who actually obtained employment. In other words, 52 of 152 clients who terminated from the school board program either have obtained or are expected to obtain related employment. The methodology explained previously can be used to estimate the benefit from training for each of these 52 (the actual benefit amount depending on the selection of discount and unemployment rates). However, 100 either have terminated from the employment service with no benefits or are expected to terminate without measurable benefits. And each of these 100 contributed an average of $4,036.55 to program costs just as the 52 for which benefits are expected.

Since only approximately one out of three trainees is expected to yield the present value of benefits figure selected, the one must carry the cost burden of the expenditure for the other two. This will bring the cost per client obtaining related employment to $12,109.65 and allow

a comparison with the present value of benefits estimate selected for each of these clients. This calculation is necessary if we are to compute a benefit-cost ratio per client which indicates the average result for the group of 152. Rather than adding the cost for the other two to make the comparison with the full benefit amount, we could have accomplished the same thing by comparing the $4,036.55 cost for each of the 152 clients with one-third of the benefit amount selected for the 52 who obtained or are expected to obtain jobs related to their training. Of course, multiplying the cost per client by three or dividing the benefit amount for each of the 52 by three is only an approximation, since 52 is slightly more than one-third of 152. We have ignored this difference to facilitate the explanation of the methodology.

If benefits are stated now in terms of one dollar of cost, and the three present value of benefits estimates are used ($26,941.32, $14,486.78, and $11,676.85), the benefit-cost ratios are $2,22, $1.20, and $.96 respectively to one dollar. These ratios, however, are only preliminary calculations. Not only are they based on a number of assumptions, but they have also been computed without any consideration of costs other than those reported as CETA expenditures by the Pinellas County School Board. In order to develop benefit-cost comparisons which reflect more accurately the total cost incurred to obtain benefits, a further discussion of costs for the school board program is now included below.

Benefit-Cost Effects of Other CETA and Non-CETA Costs

We mentioned in the description of the school board delivery system that two other organizations (Florida State Employment Service and Pinellas Opportunity Council) received CETA funding in order to aid the school board in the selection, counseling, and placement of clients

receiving classroom training. It must be noted, therefore, that the benefit estimates calculated previously cannot be attributed to the classroom training expenditure at the school board alone. A portion of the amounts expended for "services to participants" by the employment service and the opportunity council (see Table 2) must also be included as costs of achieving these expected benefits.

Although not noted explicitly in the school board delivery system discussion, the Pinellas-St. Petersburg Manpower Planning Unit was also involved in the overall administration of the school board program. Therefore, a percentage of the planning unit's CETA, Title I outlays (see Table 2) must also be added to school board training expenses. Finally, the actual costs of the respective efforts of these three organizations and the school board, may differ from those Title I expenditures reported; this may require additional cost adjustments for the school board program. At the minimum, it will require some qualifications of the cost estimates used.

The Florida State Employment Service's reported expenditure for services to all CETA, Title I clients in the year ended June 30, 1976, was $161,134.00. This total amount cannot be attributed to CETA school board trainees, however, since the employment service aided other types of Title I clients (for example, on-the-job trainees and many for testing, counseling, and placement only) with these funds. An examination of employment service CETA, Title I reports for the July 1, 1975 - June 30, 1976, time period showed 2,298 total participants and 1,697 new clients during the year. These same categories for the school board program were 306 and 183 respectively. Therefore, school board total participants were 13 percent of those at the employment service, and new enrollments were 11 percent of those at the employment service.

If these ratios were used to prorate Florida State Employment Service expenditures to the school board program, we would multiply $161,134.00 times 11-13 percent. Administrators estimated a somewhat higher percentage range of 15-20 percent, however. For one thing, a very high percentage of the total Title I clients served by the employment service (perhaps as high as 80 percent according to one administrator) attempted to enter the school board program. These testing and counseling services regarding classroom training were a cost of that program, even though the clients were not accepted for the program.

Administrators at the Florida State Employment Service have also questioned whether the $161,134.00 amount for their total CETA, Title I effort is reflective of the true cost. Although that figure includes an indirect cost percentage of 12 percent for employment service overhead, the manager of the St. Petersburg employment service office believes this may be too low. An estimate of time devoted to the Title I program by non-CETA employment service employees is contained in Appendix IV. Because of the above factors, we feel that 15 percent of the $161,134.00 or $24,170.10 is a conservative estimate to use in our cost calculations.

The Pinellas Opportunity Council's reported expenditure for services to all CETA, Title I clients in the year ended June 30, 1976, was $59,084.55. Once again, we cannot attribute all of this to the school board program since some of the opportunity council's CETA, Title I clients did not enter classroom training but received other Title I services from the Florida State Employment Service. According to information received from the opportunity council, 228 of their referrals to the employment service were found eligible for Title I services.

As noted in the school board delivery system discussion, an examination of participant files at the school board showed 49 of 360 (14 percent) were originally referred to the employment service by the opportunity council. Although this does not reflect year ended June 30, 1976, activity, per se, it does give us a percentage figure based on a rather large sample.

The opportunity council did not have data regarding what percentage of its Title I clients went into classroom training. We know, however, that the school board enrolled 183 new participants during the year, and if we can assume 14 percent (26) were from the opportunity council, we can compare the 26 with the 228 opportunity council clients accepted at the employment service. (These 228 will have to share the cost of those not accepted.) By this process, we can determine that approximately 11 percent of opportunity council clients accepted as CETA, Title I participants entered the classroom training program.

Again, many of the opporutnity council's clients were no doubt counseled regarding the school board program but not accepted. The 11 percent may be too low for prorating the total expense for this reason. In addition, the total expense reported to CETA may be somewhat too low because there was no CETA, Title I charge for indirect costs of the opportunity council, although some were probably warranted. For example, there was no charge for office space used, and a small amount of office equipment purchased with other funds was utilized. A small amount of personnel overhead was also involved in Title I opportunity council activities without a compensating charge. For these reasons, we will use 20 percent of the reported CETA, Title I expenditures of the opportunity council in estimating the total school board program cost. This amount is $11,816.91.

The Pinellas-St. Petersburg Manpower Planning Unit's reported Title I expenditure for the July 1, 1975 - June 30, 1976, time period was $39,526.04. This amount was apportioned to various Title I programs by the planning unit on the basis of the relative expenditures (see Table 2). There was no apportionment for Section 112 expenditures, however.

The total manpower planning unit expenditure allocated to classroom training was $18,340.08, but this included classroom training other than the school board program. The school board program share of this amount was $16,506.07 (90 percent).

There was no CETA, Title I charge for indirect costs at the manpower planning unit for the year ended June 30, 1976, but in-kind contributions provided by the Board of County Commissioners included space, utilities, and data processing, purchasing, and accounting supportive services. We were told that an indirect cost plan will be developed during the 1977 fiscal year. These county expenses will not be included in our cost figures for the school board program since dollar amounts are unknown. We will note, however, that the expense included for the manpower planning unit is once again a conservative estimate.

We must now return to the Pinellas County School Board to determine if CETA, Title I expenditures reported by that organization represented the total spent during the year for attainment of the benefits noted. There was no charge for school board indirect costs included in the CETA, Tital I expenditures reported for the year ended June 30th. Like the manpower planning unit, however, the school board is involved in developing an indirect cost percentage to charge in future time periods. The percentage currently used by the school board for other Federal grants is 4.46 percent. If this were applied to the $883,670.07 of Title I funds

spent on the classroom training effort by the school board, the charge for indirect costs for the year would be $39,411.69.

In our final cost calculation we will include this amount to indicate the expense to the county during the year for administrative overhead associated with the attainment of the benefits calculated previously. School board employees involved in the CETA classroom training program did require some supervisory and coordinative support from other school board employees not paid by grant funds. In addition, CETA funded employees were paid through county payroll facilities and county accounting and data processing services were provided in this manner. Of course, when any cost is not explicit (i.e., a payment was not and will not be made), there is always some question of whether a marginal cost actually occurred in the short run. This applies equally to any overhead expenses (beyond those charged) for the employment service, the opportunity council, and the manpower planning unit.

It should be noted, however, that the explanation that these same costs would have occurred without the CETA program is not necessarily a rationale for assuming no marginal cost in the short run. There may still have been a short run marginal cost as a result of opportunities foregone. In the case of support employees, they could have perhaps performed other functions yielding other benefits if not required to aid in the CETA effort. In the case of other in-kind contributions like building space, or computer time, the opportunity foregone in the short run may have been the loss of rental payments from other parties. It is also possible, of course, that it is not correct that the same costs would have occurred without the CETA program. For example, another support employee may have been required because of the program.

The Pinellas County School Board provided other in-kind contributions to the CETA classroom training program beyond the administrative overhead mentioned above. First, no rent was charged for office facilities used by the CETA administrative unit. Second, no rent was charged for class size program classes held in county facilities, and no utilities were charged for one particular class. Third, only supply and material fees (see Appendix II) were charged for CETA trainees attending regular classes at county vocational and technical institutions. There were no payments for in-kind contributions to these trainees in the form of instructors' services or classroom facilities.

It is probably correct that the three types of in-kind contributions mentioned above involved little additional county expenditures for the relevant time period and also little loss of opportunities. If school board planning is based on a continuation of these CETA activities, however, these contributions will represent marginal costs in the long run since the school board will have time to adjust the number of faculty members employed and the number of buildings utilized. In other words, if the school board forecasts future classroom and faculty needs based on all FTE's (Full Time Equivalencies) generated, including CETA trainees, then these in-kind contributions will represent marginal costs for the longer time period during which these inputs are variable. This does not mean, of course, that such additional expenses are not warranted or beneficial. The same types of in-kind contributions are basically available to other students at county vocational and technical institutions.

At this point, we must also mention a couple of factors which could be used to justify minor reductions in the cost of training calculations

for the school board. These adjustments will not be made, however, on the basis that they are minor and that enough offsetting adjustments in the other direction have been ignored.

First, some school board employees paid from CETA, Title I funds devoted part of their effort to CETA, Title III programs at the school board.[21] This means the amounts reported as Title I expenditures for their salaries were somewhat higher than the true costs associated with their Title I efforts. The school board is developing a method for apportioning these personnel costs to the different CETA titles in the future.

Second, approximately $36,000.00 of equipment with a useful life longer than one year was purchased during the year by the school board, primarily from Section 112 funds. Throughout this study we have used the capital budgeting technique of taking account of expenditures as "costs" when they occur.[22] These do not correspond to costs (expenses) for one year in income statements of private enterprises, where only some fraction (for depreciation) of capital expenditures are included. The capital budgeting techniques used here also take account of all future benefits, however, whereas income statements do not consider returns to be received beyond the one year period.

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[21]Title III of CETA provides funds for youth summer employment programs and other employment programs for high school and college age students. These are outside the scope of this investigation.

[22]Expenditures were assumed to occur when funds were encumbered in cases where cash outlays were delayed until after June 30, 1976. The assumption is that the slight time difference has no significant effect on the present value calculations used.

We correctly applied capital budgeting techniques in using all current expenditures as the cost figure with which to compare the present value of all future incremental benefits, regardless of when received. (The capital being purchased with current expenditures is in the form of the human resources developed, and these are expected to provide long term benefits.) We only assumed, however, that future incremental benefits will accrue to those trained during the year ended June 30, 1976, as a result of expenditures during that year. This is not correct if one considers that equipment purchased during this time period will result in incremental benefits to clients receiving training in future periods.

Of course, it is also correct that some benefits expected to accrue to those trained during the year ended June 30th (and as a result of training received during that time period) did not result from the expenditures reported for that year. Approximately $25,000 of equipment purchased with Title I and other Federal funds in previous time periods was also utilized during the year ended June 30, 1976. Because the amount of equipment purchased in that year was large relative to the total amount utilized, however, it has probably resulted in a slight understatement of future benefits for the total amount spent. In other words, the incremental benefits to be deducted from the recent trainees for past expenditures are probably less than those which should be added for future trainees as a result of expenditures during the July 1, 1975 - June 30, 1976, time period. This is the same as a slight overstatement of costs

for the benefits used in our calculations.

With this discussion of other CETA and non-CETA costs completed, the adjustments noted in the preceding pages can be made and benefit-cost ratios restated. When the specified expenses for the Florida State Employment Service ($24,170.10), the Pinellas Opportunity Council ($11,816.91), the Pinellas-St. Petersburg Manpower Planning Unit ($16,506.07), and the Pinellas County School Board ($39,411.69) are added to the CETA reported expenditure of $883,670.07 for the school board, the total cost of the program becomes $975,574.84. Dividing the program's average daily enrollment of 135 into this adjusted total cost figure yields a new cost per client of $7,226.48 for one year in the program. On a monthly basis this is $602.21 per trainee.

When the monthly cost is multiplied times 7.4 months, we arrive at a new average cost of $4,456.35 each for the 152 clients who terminated from the school board program during the year. This amount must then be multiplied by three to compensate for the approximate two out of three participants for whom no future benefits are expected. The resultant cost of $13,369.05 can be compared with the three present value of benefits estimates made previously ($26,941.32, $14,486.78, and $11,676.85). And if these benefits are stated in terms of one dollar of the new cost, the benefit-cost ratios are $2.02, $1.08, and $.86 respectively to one dollar. The first two estimates yield benefits greater than costs, while the last one shows costs exceeding benefits.

By expanding these ratios we are now able to estimate total benefits from larger expenditures. The total adjusted cost for the 152 clients who terminated is $677,365.20 (152 x $4,456.35), and the benefit estimates are $1,368,277.70, $731,554.42, and $589,307.72 --depending on the benefit-cost ratio selected. The benefit estimates for the total $975,574.84 spent during the year are $1,970,661.18, $1,053,620.83, and $848,750.11 respectively. This $975,574.84 figure represents the expense of carrying 135 hypothetical clients for an average of one year each in the program (equivalent to 219 clients for the 7.4 month average of those who terminated).

Of course, a small amount of each benefit estimate must now be attributed to the county overhead (indirect) cost imputed for the school board CETA unit. Since the benefit-cost ratios developed apply equally to each dollar of cost, the total benefit estimates above can easily be divided into benefits expected from this county cost and benefits expected from CETA expenditures.

Although other in-kind contributions of the Pinellas County School Board were discussed, only the 4.46 percent for administrative overhead was imputed as an additional expense of the CETA program. The values of the other contributions were not added because they probably represented very little in the way of incremental costs for the county during the time period examined. As noted previously, however, these in-kind contributions will represent marginal costs of the county in the longer run if the CETA program and its participants (for example, FTE's generated by CETA

trainees) are considered when determining future requirements for instructors, building space, etc.

School Board Classroom Training Program Summary

At this point, we will attempt to summarize the development of the benefit-cost analysis for the school board's classroom training program. For a complete understanding of the methodology and results of this field test, however, we urge the reader to work through the entire study.

We began with CETA classroom training expenditures reported by the Pinellas County School Board for the year ended June 30, 1976, ($883,670.07) and information regarding the number of participants carried in this program at the end of each month. We were, therefore, able to calculate the average daily enrollment (135) and then the average cost of carrying one client for one month ($545.48) or one year ($6,545.70) in the program.

Benefits could not be directly determined for all of the training which took place within this time period, however, since many of those trained were still in the program on June 30, 1976. We, therefore, examined the employment results for a group of 152 clients who terminated from the program during the year. Although some of these participants received part of their training before July 1, 1975, it was only important to note the average time that each spent in the program (7.4 months). We were then able to determine the cost of training each one for this time period ($4,036.55)

on the basis of the monthly cost during the year ended June 30, 1976. The estimated benefits from this 7.4 months of training were then compared with the cost (at July 1, 1975 - June 30, 1976, prices); and the same ratio of benefits to cost was used to project benefits for the total expenditure for the year.

Actually, three different benefit-cost ratios ($2.22: $1.00; $1.20: $1.00; and $.96: $1.00) were calculated--each based on a different estimate of benefits. The remainder of this summary will be devoted to some of the procedures and assumptions used to arrive at these estimates. First, however, we should note that these benefit-cost ratios were only preliminary. They were based only on reported CETA expenditures by the school board. The analysis subsequently moved to a discussion of other CETA and non-CETA expenditures associated with the program, and after some additions to costs were made ($91,904.77), adjusted benefit-cost ratios were derived. These final ratios were $2.02: $1.00; $1.08: $1.00; and $.86: $1.00.

Because final dispositions had not been determined for all of the 152 clients who terminated from the school board program by June 30, 1976, benefits were first estimated for only 70 clients. A percentage of the benefits estimated for the group of 70 was then imputed for the other 82. This percentage was based on the relative sizes of the two groups and the relative percentages of clients in each group who completed training (32 percent in the group of 82 versus 40 percent in the group of 70). The benefit-cost ratio for the smaller group of 70 alone would not have been a legitimate indicator of general results since it was biased in

favor of those who completed training, a factor found to be most important in ability to obtain related employment.

This technique for projecting results for those without final dispositions was probably a generous one. Only the smaller percentage with training completed was allowed to reduce expected results. There was also a somewhat larger percentage of clients in this group (29 percent versus 19 percent) who received no training beyond work evaluation. In addition, projections were not lowered on the basis of those in this group being generally less employable--a possibility suggested by the fact that they were still seeking employment whereas some trainees obtained employment immediately after termination from the school board program.

Benefits for the 70 clients with final dispositions were based on the present values of future incremental wages for those who obtained related employment. Incremental wages were determined by the differences between the clients' wages in their last previous employment (adjusted upward somewhat to allow for an upward bias in wages in general for the group) and wages received in new occupations. Increases in wages for those obtaining unrelated employment were not included as benefits, and the mean increase for this group was used as the upward adjustment factor mentioned above for those receiving related employment.

Incremental wages for those receiving jobs related to their training were projected throughout the expected work lives of the trainees, with an annual growth factor to allow for inflation and increases in labor productivity. The resultant future benefits were then discounted back to the present to make them comparable with expenditures for benefit-cost calculations. Three different calculations were made, each based

on a different discount rate and a different assumption regarding future unemployment for trainees. These were noted as only examples of the many different ratios possible with different discount and unemployment rate assumptions. By showing more than one example, the importance of small absolute changes in these rates was illustrated.

In closing this summary, another factor affecting benefit estimates which has not been previously stressed must now receive attention. The inclusion of one "exceptional" trainee whose wages increased by $5.52 per hour (see footnote to Table 8) added approximately $.19 per hour to average incremental hourly wages for clients obtaining related employment. Without this one client, benefit-cost ratios would have been significantly lower.

School Board Classroom Training Program Conclusion

In concluding our discussion of the school board's classroom training program, we believe it is important to mention some different perspectives for evaluating the benefit-cost ratios computed. These ratios were developed to indicate direct economic benefits (for trainees) per dollar of total cost.

Indirect or secondary economic benefits for the county and state as a result of the expenditure of Federal funds were not considered. The purpose of the study was to measure the impact of the CETA classroom training program on vocational and technical education. The yardstick used for this measurement was the economic benefits expected for CETA participants. Although this may not be the only impact, it was assumed to be the primary purpose of the program. For this reason, and also because of more difficult problems of measurement, psychological benefits

of training were not considered. In determining the overall desirability of the program from the county or state's perspective, however, these additional economic and psychological benefits may be important.

It must also be emphasized that estimated direct economic benefits were compared with the total short run marginal cost of the program in order to calculate the final, adjusted benefit-cost ratios. In comparing these ratios with those for conventional vocational and technical education efforts in the county, two important facts must be noted.

First, since much of the Federal funds devoted to the program were for trainee subsistence allowances and supply and material fees normally paid by vocational and technical institution students themselves, the ratios developed in this study are more reflective of the true total cost involved in obtaining vocational and technical education benefits. The point we are making is that the personal costs which students would incur without Federal assistance have been included here. Therefore, even if the benefits per dollar of county cost are less for this program, the benefits per dollar of cost to the county and its residents may be greater because residents trained avoid some personal expenses. Many of these residents would not be able to obtain training otherwise. This is another consideration in determining the desirability of the program from the county or state's point of view.

Second, since only short run marginal costs were considered in the calculation of our ratios, the value of some county in-kind contributions to the CETA effort were not included in the total cost figure used. It was concluded that they represented little in the way of incremental expenses for the county in the short run. As mentioned, however, this

will not hold true in the longer run if CETA participants are allowed to affect requirements for instructors, building space, etc. If this is the case, county costs will be higher in the long run, and the ratios of benefits to county and total cost will be lower.

It should be remembered that, basically, these in-kind contributions are the same as those for regular students at county vocational and technical institutions. When classes are originated for CETA participants, these county contributions are actually somewhat less since CETA funds are used to pay salaries of instructors. In these cases, the problem of equity in the distribution of state funds arises.

In Pinellas County, the number of FTE's (Full Time Equivalent Students) is currently calculated without a separate category for CETA students. Since FTE's generated from these classes originated for CETA clients do not require the normal expenses for the county, the amount of state funds received exceeds that which is necessary. Those counties with large CETA programs of this type will benefit more than others from this disparity.

A separate accounting for FTE's generated by all CETA participants is also desirable for planning purposes if total FTE's are the basis for determining future requirements for instructors, building space, etc. It should prove an aid for decision making if planners are able to project future needs separately for regular programs and CETA programs. An estimate of the long run marginal cost of the CETA program could then be made.

OTHER TITLE I PROGRAMS IN PINELLAS COUNTY

In order to provide a comprehensive view of the CETA, Title I effort in Pinellas County, a brief description of other programs and

expenditures will be presented here. The previous section dealing with the Pinellas County School Board classroom training program also contained information regarding programs and expenditures for the Pinellas Opportunity Council and the Florida State Employment Service - CETA units. Although all of their expenditures were reported as "Services to Participants" in Table 2, some of the service activities of both were related to the school board's classroom training effort.

In addition to the school board and the Pinellas-St. Petersburg Manpower Planning Unit, Title I classroom training program expenditures were listed for three other organizations in Table 2. Activities of these organizations will be discussed next. Afterwards, we will close this section of the study with a description of the Pinellas Municipal Work Experience Program and the youth work experience programs at the school board. Manpower planning unit activities were, of course, associated with all of the Title I programs in the county, with the total administrative cost of $39,526.04 apportioned to each on the basis of the relative sizes of their expenditures.

On-The-Job Training Program, Opportunities Industrialization Center, Gulf Coast Carpenter's Union Program

The total Title I expenditure for the On-The-Job Training (OJT) program during the year ended June 30, 1976, was $106,402.51 (see Table 2). Only $18,742.37 of this amount was for classroom training, however, with the remaining $87,660.14 expended in the "On-The-Job Training" program category.

The type of classroom instruction varied with the different subcontracts. Table 2A in Appendix I contains an expense breakdown by subcontractor for both program categories. (See Table 3A in Appendix I

for a cost category breakdown for each subcontractor.) In some cases, instruction was contracted with private firms, while in others it was provided by employers. The classroom training segment of this program was either a prerequisite for the OJT involved or a supplement to it.

The delivery system for the OJT effort was administered through Suncoast Metropolitan, Inc. until October 11, 1975. Through a contract with the manpower consortium, this private, non-profit corporation agreed to market and administer OJT subcontracts in behalf of the consortium. The program, in this form, was not considered successful, and the consortium assumed direct administration of the OJT effort on January 1, 1976. New subcontracts negotiated and administered by consortium personnel did not begin until March 1, 1976, and only 18 trainees were enrolled on June 30, 1976, compared with 94 on July 1, 1975.

It was reported that 127 participants terminated from the program during the year, with 41 entering employment. Changes in wages from last previous employment were only reported for 36 of the 41 who entered employment, and these changes were in terms of wage ranges. The net effect was that 9 of the 36 moved into higher salary ranges in their new employment whereas 3 received lower wages. With the information readily available it is difficult to determine if this is a significant improvement in wage levels. Of course, it should be noted once again that a very high percentage of these trainees were unemployed when entering the program.

The Opportunities Industrialization Center (OIC) was a program

designed to provide training, job development, and placement services in Pinellas County. The $48,044.26 classroom training expenditure shown in Table 2 for the July 1, 1975 - June 30, 1976, time period was basically for vocational training in typing and keypunch. Instructors were employed for these courses on an hourly basis. Some motivation training was also involved in the overall effort of this organization. Including the $44,159.84 expenditure in the "Services to Participants" category, the total Title I cost during the year was $92,204.10.

The OIC program was not in operation on June 30, 1976. It was considered ineffective by the manpower consortium and was terminated April 24, 1976. During the time of operation in the year ended June 30, 1976, 178 participants were served by OIC. The manpower office has expressed some concern with regard to the accuracy of employment statistics for these clients, however. Even if the data is accurate, it does not provide a breakdown of employment results for those receiving training versus participants who only received placement services. For these reasons, employment statistics for OIC clients will not be included.

The entire Title I expenditure of $16,479.50 for the Gulf Coast Carpenter's Union program appears in the "Classroom Training" category in Table 2. This is a new program which only began March 12, 1976. The training provided is in welding, with participants being prepared for the Certified Welder examination. One instructor was hired at $19.00 per hour for a contract total of $9,000.00, and classroom space has been donated by the Gulf Coast District Council of Carpenters.

The prime sponsor (consortium) has waived the economically disadvantaged eligibility criterion for this program. Participants, however,

must still be unemployed or underemployed. Seventeen clients were enrolled in the program during the period ended June 30, 1976, with two terminating non-positively and 15 still in training on June 30th. With no one completing training during the time period examined, there were, of course, no employment results to be reported.

Pinellas County Work Experience Programs

The total amount of CETA, Title I funds spent for work experience programs in Pinellas County was $667,066.32 (see Table 2). Excluding the manpower planning unit allocation for administration ($13,755.06), these expenditures came from two sources. The Pinellas Municipal Work Experience program accounted for $416,738.26 of Title I spending during the July 1, 1975 - June 30, 1976, time period, and youth work experience programs at the Pinellas County School Board added another $236,573.00.

Table 2B in Appendix I contains a breakdown by cost category for the different municipalities who participated in the municipal work experience program. The Florida State Employment Service and the Pinellas County School Board also participated in this program, and their related expenses are also shown by cost category in this table. All expenditures were for wages or fringe benefits for clients, except for $7,308.00 of administration expense in St. Petersburg. All subgrantees probably made in-kind contributions to the program, but no cost estimates are available for these. The program no longer exists under Title I in Pinellas County. Some segments were terminated as early as August 31, 1975, and all were terminated by September 15, 1975.

This effort was designed to provide a large number of short term "emergency" job opportunities in the public sector. A total of 463 participants were served during the year ended June 30, 1976, with types of

jobs provided ranging from laborers to clerk typists and accountants. Of the 463 served, 55 were reported as entering employment after termination from the program, 80 were listed as non-positive terminations, and 328 were indicated as other positive terminations. Most of the latter category were transitioned into programs funded by other CETA titles.

The Pinellas County School Board also conducts two Title I work experience efforts designed to aid economically disadvantaged youths. The Neighborhood Youth Corps-In-School program is for those still enrolled in public schools who have been identified as potential dropouts, and the Neighborhood Youth Corps-Out-of-School effort is for those 16-21 years of age who are high school dropouts. A breakdown of the $236,573.00 spent for work experience programs at the school board during the year ended June 30, 1976, is shown in Table 4. Wages and fringe benefits for clients required $162,527.00 (69 percent) of the total expenditure.

During the July 1, 1975 - June 30, 1976, time period 400 youths were served by these programs. Jobs which were provided ranged from food service aids to teachers' aids and clerical aids. Only 20 of these entered employment upon termination from the programs, and for 15 of them, wage categories were the same as in the last previous employment.[23]

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[23]The Pinellas County-St. Petersburg Manpower Consortium, pp. 5-8, and correspondence with Mr. Edward L. Lachman, Coordinator, Pinellas County Manpower and Criminal Justice Planning Units.

HERNANDO COUNTY

Hernando County was selected for this study because it is a "balance of the state" county. This means that the population of the county is too small for it to be a prime sponsor. Therefore, the state of Florida is the prime sponsor and the Brooksville Comprehensive Manpower Services is in charge of CETA, Title I funds which come into the county. The Pasco-Hernando Community College also receives Section 112 (of Title I) funds directly from the state. Tables 11 and 12 summarize the expenditures by program and cost categories for Hernando County.

The organizational structure of the CETA, Title I Program is very straight forward. The flow of funds is to the Comprehensive Manpower Services or the Pasco-Hernando Community College. The funds go directly to the agency or the College and the reports go back to the State Office of Manpower Planning, with reports also being made to Hernando County Commissioners and the appropriate school officials. The employees of the Comprehensive Manpower Services are considered to be employed by the county but paid out of the grant. Hernando County provides in-kind services to the Comprehensive Manpower Services in the form of rent-free office space, water, and electricity. The office equipment was acquired from government surplus, Title I and Youth Services funds.

Since the primary concern of our investigation is classroom training the funds which we are interested in are classroom education and Section 112 funds. In Hernando County this totals $72,049.35. During the time period of our study (July 1, 1975 - June 30, 1976) the program was just beginning. The first clients were admitted into the program

TABLE 11

CETA, TITLE I EXPENDITURES FOR HERNANDO COUNTY, JULY 1, 1975-JUNE 30, 1976
(Expenditures by Program Category for Each Organization)

Organization	Total	Classroom Training	On the Job Training	Work Experience	Vocational Education Funds
Comprehensive Manpower Services	$124,333.82	$57,289.31	$2,552.84	$64,491.67	---
Pasco-Hernando Community College	14,760.04	---	---	---	$14,760.04
TOTAL	$139,093.86	$57,289.31	$2,552.84	$64,491.67	$14,760.04

TABLE 12

CETA, TITLE I EXPENDITURES FOR HERNANDO COUNTY, JULY 1, 1975-JUNE 30, 1976
(Expenditures by Cost Category for Each Organization)

Organization	Total	Admin-istration	Allowances to Clients	Wages to Clients	Fringe Benefits to Clients	Training Costs	Service to Clients
Comprehensive Manpower Services	$124,333.82	$15,645.55	$41,753.58	$50,202.98	$7,639.10	$ 7,953.71	$1,138.90
Pasco-Hernando Community College	14,760.04	1,652.00	---	---	---	11,731.15	1,376.89
TOTAL	$139,093.86	$17,297.55	$41,753.58	$50,202.98	$7,639.10	$19,684.86	$2,515.79

September 1, 1975. There were 11 carry-overs from a previous three county cooperative program who were brought into the new program on that date. The portion of expenditures for the two month period applicable to Hernando County has not been included in the tables mentioned previously or considered in this study. Because the program in Hernando County is small, it was decided to gather pertinent information directly from the clients' files. This enabled us to derive the total amount of client training time received for the money spent. The employment and training data are illustrated in Table 13. This table is important because it summarizes the before, during, after school, and employment data of all the clients who were in the program throughout the period under investigation. In essence, this table indicates the results or benefits of the expenditures shown in Tables 11 and 12.

Files of 72 clients who had entered the program between July 1, 1975 and June 30, 1976 were viewed. Of the 72 clients, 36 (50 percent) were still in the program on June 30, 1976; 26 (36 percent) were non-positive terminations, 8 (11 percent) were employed and there were 2 (3 percent) inter-governmental transfers. It was noted, through the examination of the files, that a large percentage of the non-positive terminations were due to clients moving out of the area. This may indicate that a high percentage of the clients served in this county are in a transient category. None of the eight who found jobs can be classified as having accepted employment in training related occupations. The average length of stay in the program by those who got jobs was only 1½ months, with 4 of the 8 staying just 1 month. Therefore, it is doubtful that any benefits could be attributed to training even if more data were available.

TABLE 13
EMPLOYMENT AND CLASSROOM TRAINING DATA FOR CLIENTS IN THE HERNANDO COUNTY COMPREHENSIVE MANPOWER SERVICES PROGRAMS
JULY 1, 1975 - JUNE 30, 1976[1]

	Last Previous Occupational Title	Wage Rate	New Occupational Title	Wage Rate	Economic Characteristic Upon Entry	Dates in Program	Approx. Time in Training Program	Type of Training	Type of Termination
1.	Cashier	1.50			Disadvantaged	02/11/76-06/30/76	4 2/3 mos	Secretarial Science	
2.	Office Supplies Sales	1.70			Unemployed	03/29/76-06/30/76	3 mos	" "	
3.	Waitress	1.15			"	02/02/76-06/30/76	5 mos	" "	
4.	Food Service	2.10			"	02/02/76-06/30/76	5 mos	" "	
5.	Sewing Center	2.00			"	04/26/76-06/30/76	2 mos	Cosmetology	
6.	Teacher's Aid	.50			"	09/02/75-06/30/76	9 mos	Adult Education	
7.	Cashier	2.10			Disadvantaged	02/18/76-06/30/76	4 1/2 mos	Secretarial Science	
8.	Maintenance	2.50			Student	02/17/76-06/30/76	4 1/2 mos	Construction Trades	
9.	No Work History	--			Unemployed	02/18/76-06/30/76	4 1/2 mos	Adult Education	
10.	Cashier	2.10			"	02/02/76-06/30/76	5 mos	Secretarial Science	
11.	Laborer	2.10			"	02/02/76-06/30/76	5 mos	Construction Trades	
12.	Social Work	1.60			"	02/02/76-06/30/76	5 mos	" "	
13.	Cook	2.10			"	04/01/76-06/30/76	3 mos	Secretarial Science	
14.	No Work History	--			Part-time Emp.	02/18/76-06/30/76	4 1/2 mos	Adult Education	
15.	Lunch Aid	2.10			Unemployed	03/02/76-06/30/76	4 mos	Secretarial Science	
16.	Nurse's Aid	1.50			"	02/11/76-06/30/76	4 2/3 mos	" "	
17.	Clerk's Aid	2.00			"	02/02/76-06/30/76	5 mos	" "	
18.	Electrician's Helper	3.75			"	02/24/76-06/30/76	4 mos	Electricity	
19.	No Work History	--			"	09/01/75-12/31/75[2]	4 mos	Secretarial Science	Non Positive
20.	In Coder Operator	2.27			"	03/01/76-04/02/76	1 mo	" "	Inter CETA Trans.

TABLE 13 CONTINUED

	Last Previous Occupational Title	Wage Rate	New Occupational Title	Wage Rate	Economic Characteristic Upon Entry	Dates in Program	Approx. Time in Training Program	Type of Training	Type of Termination
21.	No Work History	--			Unemployed	02/20/76-06/31/76	4 1/2 mos	Adult Education	
22.	Sewing	.90			"	09/01/75-06/31/76[2]	9 mos	Secretarial Science	
23.	Car Detail Work	2.25			Part-time Emp.	09/01/75-12/19/75[2]	3 1/2 mos	A. A. Degree	Non Positive
24.	Teacher's Aid	1.80			Unemployed	02/03/76-06/30/76	5 mos	Secretarial Science	
25.	Roof Man	1.85			"	09/26/75-02/05/76	3 mos	Construction Trades	Non Positive
26.	Printer	2.25			"	02/03/76-06/30/76	5 mos	Secretarial Science	
27.	Maintenance	2.50			"	02/02/76-02/24/76	2/3 mo	Construction	Non Positive
28.	Laborer	3.85			"	02/02/76-02/18/76	1/2 mo	None	Non Positive
29.	Stock Girl	2.10			"	09/01/75-06/30/76[2]	9 mos	Secretarial Science	
30.	Laborer	2.25			"	03/29/76-06/30/76	3 mos	Construction	
31.	Food Aid	1.40			"	09/01/75-02/02/75	5 mos	Adult Education	Non Positive
32.	Sewing Operator	1.00			"	02/02/76-03/02/76	1 mo	None	Non Positive
33.	Sales Girl	1.00			"	10/28/75-06/30/76	8 mos	Secretarial Science	
34.	Housekeeper	2.10			"	01/22/76-06/30/76	5 mos	" "	
35.	Waitress	2.00			"	04/20/76-05/07/76	1/2 mo	" "	Non Positive
36.	Cashier	2.00			"	10/01/75-06/01/76	8 mos	Adult Education	Non Positive
37.	Maintenance Aid	2.10			"	03/01/76-05/17/76	2 1/2 mos	Construction	Non Positive
38.	Mushroom Picker	2.00			"	12/01/75-03/26/76	4 mos	Adult Education	Non Positive
39.	Waitress	2.00			"	09/02/75-03/22/76[2]	7 mos	Secretarial Science	" "
40.	Innkeeper	?			"	09/02/75-12/31/75	4 mos	Secretarial Science	" "
41.	Janitor	2.10			"	11/25/75-06/30/76	7 mos	A. A. Degree	
42.	Maintenance Aid	2.10			"	02/02/76-05/18/76	3 1/2 mos	Construction	Non Positive
43.	Truck Driver	2.70			"	09/02/75-09/26/75[2]	2/3 mo	Secretarial Science	" "

TABLE 13 CONTINUED

	Last Previous Occupational Title	Wage Rate	New Occupational Title	Wage Rate	Economic Characteristic Upon Entry	Dates in Program	Approx. Time in Training Program	Type of Training	Type of Termination
44.	Laborer	2.35			Unemployed	03/01/76-06/30/76	4 mos	Construction	
45.	Asst. Store Manager	1.80			"	01/22/76-02/18/76	1 mo	"	Non Positive
46.	Proof Operator	2.53			"	10/30/75-12/31/75	2 mos	Secretarial Science	" "
47.	Truck Driver	2.25			"	09/02/75-11/13/75[2]	2 1/2 mos	Electricity	" "
48.	Cook	2.00			"	12/19/75-01/30/76	1 1/2 mos	Data Processing	" "
49.	Food Caterer	2.00			"	01/02/76-01/30/76	1 mo	Law Enforcement	" "
50.	Aid	2.10			"	04/09/76-06/30/76	2 2/3 mos	Secretarial Science	
51.	Maid	1.68			"	02/18/76-06/30/76	4 1/2 mos	Secretarial Science	
52.	Janitor	2.00			"	03/23/76-05/20/76	2 mos	Construction	Non Positive
53.	None	--			"	04/07/76-06/30/76	2 mos	Adult Education	" "
54.	Laborer	2.00			"	02/11/76-06/30/76	4 1/2 mos	Construction	
55.	Nurse's Aid	3.50			"	05/13/76-06/30/76	1/2 mo	Cosmetology	
56.	Inserter	1.65			"	10/20/75-11/21/75	1 mo	Adult Education	Non Positive
57.	Hospital Worker	1.63			"	10/29/75-06/30/76	8 mos	" "	
58.	Egg Picker	2.00			"	04/20/76-06/30/76	2 1/3 mos	Construction	
59.	None	--			"	09/01/75-11/13/75[2]	2 1/2 mos	Secretarial Science	Non Positive
60.	None	--			"	02/02/76-06/18/76	3 1/2 mos	Construction	" "
61.	Handyman	1.85			"	01/22/76-06/30/76	5 mos	"	
62.	Manpower Aid	2.10			"	04/07/76-06/30/76	2 2/3 mos	Secretarial Science	
63.	Cashier	2.20			"	10/30/75-03/19/76	4 1/2 mos	" "	Non Positive
64.	Rock Industry	2.10	Rock Industry	?	"	04/06/76-05/03/76	1 mo	Construction	Found Employment
65.	Maid	--	Maid	2.10	"	09/01/75-10/03/75[2]	1 mo	Adult Education	" "
66.	Weigh Master	2.60	Laborer	2.58	"	12/31/75-01/30/76	1 mo	" "	" "

TABLE 13 CONTINUED

	Last Previous Occupational Title	Wage Rate	New Occupational Title	Wage Rate	Economic Characteristic Upon Entry	Dates in Program	Approx. Time in Training Program	Type of Training	Type of Termination
67.	Cashier	2.10	?	?	Unemployed	02/10/76-05/07/76	2 1/2 mos	Construction	Found Employment
68.	Shipping Clerk	2.50	?	?	"	09/01/75-11/08/75	2 mos	Welding	Inter Govt. Trans.
69.	Cab Driver	1.90	Laborer	2.30	"	09/02/75-10/08/75	1 mo	"	Found Employment
70.	Cook	2.29	?	?	"	11/25/75-04/09/76	4 1/2 mos	Adult Education	" "
71.	Waitress	?	?	?	"	10/30/75-10/31/75	----	Secretarial Science	" "
72.	Cook	2.20	?	?	"	09/01/75-10/09/75	1 1/2 mos	Secretarial Science	" "

[1]The number of clients represented by this Table is slightly different from the data presented by the Program's Participant Charactersitscs report. This has probably been caused by the fact that when we took our data from the files, some of the clients' folders were in the desks of the employees. Throughout this report we shall use the number of 72 because it most fairly represents the program.

[2]There was a small program with three county participation which ended August 25, 1975 and eleven clients were carried forward and placed in the current CETA program.

77

The cost data per client month is of interest. During the time period of our study the Comprehensive Manpower Services delivered 258.52 client months of training. Thus, the average length of time for each client in the program was 3.59 months. Of course it is expected that a large percentage of the 36 who were in the program on June 30, 1976 and are now in holding will continue with their vocational training as new grant funds become available. Nonetheless, since we know the amount of money spent to train these clients and the time in months of attendance, we are able to devise a cost per person and a cost per client month. The average cost per person in the program was $1,000.69; while the average cost per client month was $278.70.

The client characteristics including educational data are presented in Table 14. This table shows that 49 or 68 percent of the 72 clients were women. This differs from the Pinellas County School Board where there were more male clients than women. The majority of the clients were black; 41 out of the 72, with 35 of the blacks being female. The ages and educational levels were close to those found in Pinellas County. Of the 72 clients, 39 or 54 percent had completed high school or the equivalent. Only one of the clients was over 44 years of age and 25 were below the age of 22.

It is impossible to derive a benefit-cost ratio for Hernando County. The costs associated with training the 72 clients are known and have been detailed above. The only addition to these would be the imputed value of the "in kind" services provided to the Comprehensive Manpower Services by the county. These in kind services would increase costs by only a small amount. But the benefits are not known and the sample is too small. Only 8 clients who have been in the program have

TABLE 14
CLIENT CHARACTERISTICS AND EDUCATION DATA
FOR HERNANDO COUNTY COMPREHENSIVE
MANPOWER SERVICES PROGRAMS
JULY 1, 1975-JUNE 30, 1976[1]

	Sex of Client	Age	Race	Education
1.	F	22-44	B	High School
2.	F	22-44	W	High School
3.	F	22-44	W	8th grade or under
4.	F	22-44	B	High School
5.	F	22-44	B	" "
6.	F	22-44	B	" "
7.	F	22-44	O	" "
8.	M	18-21	W	" "
9.	F	22-44	B	9th-11th
10.	F	18-21	W	High School
11.	M	22-44	W	" "
12.	F	22-44	B	" "
13.	F	22-44	B	" "
14.	F	22-44	B	9th-11th
15.	F	22-44	B	9th-11th
16.	F	18-21	B	High School
17.	F	22-44	O	" "
18.	M	18-21	W	9th-11th
19.	F	22-44	W	8th grade or under
20.	F	22-44	B	High School
21.	F	45-54	B	9th-11th
22.	F	18-21	B	9th-11th
23.	M	22-44	W	High School
24.	F	22-44	B	" "

TABLE 14 CONTINUEL

	Sex of Client	Age	Race	Education
50.	F	18-21	B	High School
51.	F	18-21	B	9th-11th
52.	M	18-21	B	High School
53.	F	22-44	B	9th-11th
54.	M	22-44	B	8th grade or under
55.	F	22-44	W	High School
56.	F	18-21	B	8th grade or under
57.	F	22-44	B	9th-11th
58.	M	22-44	W	8th grade or under
59.	F	22-44	B	9th-11th
60.	M	18-21	B	High School
61.	M	22-44	W	High School
62.	F	18-21	B	" "
63.	F	18-21	B	" "
64.	M	18-21	B	" "
65.	F	22-44	W	8th grade or under
66.	M	22-44	W	High School
67.	M	18-21	W	" "
68.	M	22-44	W	9th-11th
69.	M	22-44	W	8th grade or under
70.	F	22-44	B	9th-11th
71.	F	22-44	W	9th-11th
72.	F	22-44	B	High School

[1]The numbers correspond to the employment data of the previous table.

TABLE 14 CONTINUED

	Sex of Client	Age	Race	Education
25.	M	22-44	W	9th-11th
26.	F	22-44	B	High School
27.	M	18-21	W	" "
28.	M	18-21	B	9th-11th
29.	F	22-44	W	8th grade or under
30.	M	18-21	W	High School
31.	F	18-21	B	9th-11th
32.	F	18-21	B	9th-11th
33.	F	22-44	B	High School
34.	F	18-21	B	" "
35.	F	18-21	W	8th grade or under
36.	F	22-44	B	9th-11th
37.	M	18-21	B	High School
38.	F	22-44	W	9th-11th
39.	F	22-44	W	High School
40.	F	22-44	B	9th-11th
41.	F	18-21	B	High School
42.	M	22-44	B	" "
43.	F	22-44	W	9th-11th
44.	M	18-21	W	9th-11th
45.	F	22-44	W	9th-11th
46.	F	22-44	B	High School
47.	M	22-44	W	8th grade or under
48.	F	22-44	B	High School
49.	M	18-21	W	" "

found employment. Of the 8, it is clear that 4 were employed in occupations which were not training related. In fact, 2 of the 8 returned to their old occupations after having been in the program for only a month! Also, there is previous and current occupation data for only 2 of the 8, and neither of these is in training related jobs.

The above should not be considered to mean that the Comprehensive Manpower Services has not been as successful as other CETA, Title I training programs. The fact is, at this time, there are no measurable economic benefits. The reader will recall that in the analysis of the benefit-cost ratios of the Pinellas County School Board it was emphasized that there is a time lag between benefits and costs. A number of the clients in Hernando County's program from July 1, 1975 through June 30, 1976, may find training related jobs in the current year.

One very interesting concept that is being used in the area of on-the-job training is that the Comprehensive Manpower Services is using a voucher system. Instead of the Comprehensive Manpower Services finding the client a job which may not be in the area of his or her interest, the client is given a voucher and finds a job in an area and company where he wishes to work. The voucher guarantees the employer a certain amount of transfer payment for providing the on-the-job training. This type of a program seems to have a number of good points. First, it allows the individual to learn and do the kind of job he wishes. Second, it may well reduce costs of job placement. No longer will the Comprehensive Manpower Services spend their time finding employers who are interested in participating in this kind of a program.

Since this on-the-job training program is experimental, it is being privately implemented and evaluated by the Miami based consulting

firm of Systems in Education and Training, Inc. This program will not be completed until next year, so the results cannot be included in this report.

HILLSBOROUGH COUNTY

As in Pinellas and Hernando Counties, the primary concern in Hillsborough County is with the classroom aspects of the vocational education training delivered to the citizens who participate in the program. The same general methodology used to develop the analysis for the two above mentioned jurisdictions is used in this section.

The organizational structure in Hillsborough County is headed by the prime sponsoring unit, the Tampa-Hillsborough Manpower Consortium. This agency is responsible for the allocation of CETA, Title I funds. This organization came into existence through financing from the Manpower Development Training Act.

The primary training agent in Hillsborough County is the Tampa Skills Center. The Skills Center received funds from three sources in the past fiscal year. Tables 15 and 16 below itemize these revenues. They were a CETA-Title I blockgrant, CETA-Title I discretionary funds, and funds from the Hillsborough County Board of Education. This last funding was primarily for salaries and fringe benefits of county employees based on the time devoted to the Skills Center.

In order for the Tampa Skills Center to operate, it receives clients (students) by referrals and seeks help in the placement of its graduates. Two referral agencies perform these services: The Tampa Opportunity Center (TOC) and the Hillsborough/Tampa Comprehensive Employment Program (TCEP). The former is an agency of the Florida State Employment Service and the latter is supported by the U.S. Department of Labor. This is the crux of the organizational structure in Hillsborough County.

TABLE 15

CETA, TITLE I EXPENDITURES FOR HILLSBOROUGH COUNTY - JULY 1, 1975 TO JUNE 30, 1976
(Expenditures by Program Category for Each Organization)

Organization	Total	Classroom Training	On-the-Job Training	Work Experience	Service to Participants	Vocational Funds	Education	Public Service Employment	Other Federal Funds
Hillsborough/Tampa Comprehensive Employment	$2,143,701.00	$1,024,090.00	$252,175.00	-0-	$560,287.00	-0-		$307,149.00	-0-
Hillsborough/Tampa Comprehensive Employment/PSEI	469,183.12	-0-	-0-	-0-	-0-	-0-		$469,183.12	-0-
Manpower Planning Department	231,416.32	87,145.67	12,198.08	$ 30,900.26	40,575.40	-0-		60,596.91	-0-
Tampa Skills Center	771,675.11	615,900.11	-0-	-0-	-0-	$155,775.00		-0-	-0-
Tampa Opportunity Ctr.	178,614.00	-0-	-0-	-0-	178,614.00	-0-		-0-	-0-
Neighborhood Youth CORE/In School	529,236.00	-0-	-0-	529,236.00	-0-	-0-		-0-	-0-
Neighborhood Youth CORE/Out of School	313,924.00	159,542.00	-0-	108,768.00	45,614.00	-0-		-0-	-0-
Human Resource Development Project PSE	74,818.00	-0-	-0-	-0-	-0-	-0-		74,818.00	-0-
First Quarter Programs	453,516.80	-0-	-0-	-0-	53,366.65	-0-		400,150.15	-0-
TOTAL	$5,166,084.35	$1,886,677.78	$264,373.08	$668,904.26	$878,457.05	$155,775.00		$1,311,897.18	$147,382.00

TABLE 16

CETA, TITLE I EXPENDITURES FOR HILLSBOROUGH COUNTY - JULY 1, 1975 TO JUNE 30, 1976
(Expenditures by Cost Category for Each Organization)

Organization	Total	Administration	Allowances to Clients	Wages to Clients	Fringe Benefits to Clients	Training Costs	Services to Clients
Hillsborough/Tampa Comprehensive Employment	$2,143,701.00	$261,077.00	$691,775.00	$278,008.00		$376,518.00	$536,323.00
Hillsborough/Tampa Comprehensive Employment PSEI	469,183.12	2,708.12		406,795.05	$59,679.95		
Manpower Planning Department	231,416.32	231,416.32					
Tampa Skills Center	771,675.11	196,637.69	462,896.40			92,732.58	19,408.44
Tampa Opportunity Center	178,614.00	19,900.00					158,714.00
Neighborhood Youth CORE/In School	529,236.00	27,166.00		432,537.00	2,949.00		66,584.00
Neighborhood Youth CORE/Out of School	313,924.00	30,426.00	203,533.00		4,405.00	5,235.00	70,325.00
Human Resource Development Project PSE	74,818.00			74,385.00	433.00		
First Quarter Programs	453,516.80	12,035.03		393,427.76	6,722.39		41,331.62
TOTAL	$5,166,084.35	$781,366.16	$1,358,204.40	$1,585,152.81	$74,189.34	$474,485.58	$892,686.06

However, in addition to this structure, certain on-the-job training is conducted at Brewster Tech and Tampa Bay Tech and are also involved. Table 17 indicates that the Tampa Opportunity Center referred all of the clients to Tampa Bay Tech and Brewster Tech, while both the Tampa Opportunity Center and Hillsborough/Tampa Comprehensive Employment Program were involved in the on-the-job training service. Table 15 contains the financial data on the on-the-job training aspects.

The Skills Center, however, remains the primary training agency for Hillsborough County. Table 18 indicates that it has in the past year conducted five training programs: welding, air-conditioning, auto mechanics, and clerical. The fifth program, sales/stock, has been discontinued due to a lack of demand.

The Skills Center also operates a trainee vocational interest/aptitude evaluation program which all trainees attend before training and a survival skills program of appropriate job behavior after training. The Skills Center, in our effort to provide as comprehensive a service as possible to its clients, attempts to aid in the placement of its graduates. It might be added that the Tampa Opportunity Center and the Tampa Comprehensive Employment Program also participate in this phase of employment referral.

Before moving on the analysis of the data contained in this section of the report it seems appropriate to discuss some of the detail contained in some of the tables included here. They fall into three main categories. Tables 15, 16 and 19 are the financial data for the county. Tables 17, 18, and 20-24 contain the data for client attributes and training purposes and Table 25 tabulates the wage data for those clients who found employment.

TABLE 17

TAMPA OPPORTUNITY CENTER PROGRAM ENROLLMENT[1]
JULY 1, 1975 - JUNE 30, 1976

Program	Total Enrollment	Carryover From 1974-75	Present Enrollment	Number Completed	Drop Outs
Welding	89	22	23	42	17
Air Conditioning	41	24	8	18	18
Auto Mechanics	49	14	14	18	5
Clerical	107	31	34	43	24
Sales/Stock	14	10	0	4	10
Brewster-Tampa Bay Tech.	40	4	19	10	11
LPN	10		5	5	0
Electronic Tech.	6		1	0	5
Drafting	5		5	0	0
Business Ed.	1		0	0	1
Commercial Cooking	1		1	0	0
Certified Lab Asst.	3		2	0	1
Optometric Asst.	3		3	0	0
Nurses Aid	5		0	4	1
Cosmotology	1		1	0	0
Operating Room Tech.	1		0	0	1
Dental Asst.	1		0	1	0
Data Processing	3		1	0	2
TOTAL	330	105	98	135	85[2]
OJT	36	1	7	13	6[3]

[1]Data from TOC

[2]Twenty-two of these were for positive reasons, such as joining the armed services or enrolling in school.

[3]Two of these were for positive reasons.

TABLE 18

TAMPA/HILLSBOROUGH PROGRAM ENROLLMENT[1]
JULY 1, 1975 - JUNE 30, 1976

Program	Total Enrollment	Carryover From 1974-75	Present Enrollment	Number Completed	Drop Outs
Welding	114		24	45	38
Air Conditioning	71		14	37	20
Auto Mechanics	66		15	28	19
Clerical	135		47	48	31
Sales/Stock	10		0	9	1
Brewster-Tampa Bay Tech.	40		19	10	11
OJT					
TOTAL	436[2]	124[3]	119	177	120

[1]Data from Tampa Skill Center.

[2]Includes fourteen Non-CETA trainees from Migrant Program, and six other non-CETA trainees.

[3]Only total available.

TABLE 19

TAMPA SKILLS CENTER - LINE ITEM EXPENDITURES FOR CLASSROOM TRAINING AND TITLE 112 FUNDS - JULY 1, 1975 TO JUNE 30, 1976

	Classroom Training Expenditures	Vocational Education Funds
Administration		
Salaries	$ 19,811.32	
Fringe Benefits	3,566.37	
Travel	191.50	
Equipment	796.19	
Rent	25,229.61	
Supplies	2,733.04	
Indirect Cost	26,682.68	
Miscellaneous	11,634.12	
	$ 90,644.83	$105,992.86
Allowances		
Developmental Skills	$456,438.63	
Indirect Costs	6,457.77	
	$462,896.40	-0-
Training		
Staff Salaries	$ 21,781.95	
Fringe Benefits	3,702.45	
Travel	260.38	
Equipment	76.15	
Supplies	19,157.12	
Miscellaneous	5,042.92	
Indirect Cost	568.39	
Tuition	1,546.13	
OJT	10,223.39	
	$ 62,358.88	$ 30,373.70
Services		$ 19,408.44
SUBTOTAL	$615,900.11	
		$155,775.00
TOTAL		$771,675.11

CETA, TITLE I EXPENDITURES

Tables 15, 16 and 19 have been developed to present the total expenditure picture for Hillsborough County for the period under study. Table 15 presents all CETA, Title I expenditures by program category. These expenditures are completely broken down as to agency or organization involved and as to the use of the funds. This table readily identifies expenditures for classroom training, on-the-job training, etc., that are necessary to complete the benefit-cost portion of the study that is to follow.

Table 16 presents all CETA, Title I expenditures by cost category. This table completely identifies all cost categories attributable to each agency or organization participating in this portion of the funding. This table readily identifies costs of administration, training costs, etc.

Table 19 presents the line item expenditures for the Tampa Skills Center for the period under question. It allows for a partial breakdown between classroom training expenditures and vocational education funds expenditures from Title 112.

These three tables present all of the data necessary to perform the cost side of the benefit-cost analysis that is to preceed the work already presented in the above narrative. While it is realized that these tables are more comprehensive than necessary to perform the analysis required under the conditions of this report, it is felt that having a complete and comprehensive picture of all CETA, Title I expenditures, instead of just vocational education expenditures, helps the reader in three ways. First, it allows for a cursory analysis of the role of and the relative nature of vocational education funding in Hillsborough County. Second, it specifically allows for an

examination of the Tampa Skills Center relative to the rest of the county on an aggregate basis and from the standpoint of a line item expenditure basis as concerns the center. Third, it allows a comparison of the Skills Center relative to any other participating organization as to type of expenditure, cost category, and relative role of the function of the unit. While all these are secondary to the purpose of this project, they seem to be important in the overall scheme of CETA, Title I as it affects Hillsborough County and as the county is a part of the State of Florida.

Table 20 is presented to inform the reader as to the characteristics of the student/client population in Hillsborough County. Of this group, 61 percent were male and 54 percent were white. Also to be noted are that 41 percent were high school graduates and 42 percent were under 21 years of age. Of interest, especially from the standpoint of vocational education services is the fact that 82 percent of this population were classified as economically disadvantaged, and 87 percent were unemployed.

Table 18 gives the total enrollment at the Tampa Skills Center by program. It indicates, for example, that 71 have been enrolled during the study period in the air conditioning program. Tables 17 and 21 indicate how these program enrollees were referred to the Skills Center by the Tampa Opportunity Center and by the Tampa Comprehensive Employment Program.

Tables 22-24 present the employment placements for the clients engaged in the training program in Hillsborough County. Table 22 for example, lists the employment data for the Skills Center, while Tables 23 and 24 list the breakdown of that data from the Tampa Opportunity Center and the Tampa Comprehensive Employment Program. These tables

TABLE 20

TAMPA/HILLSBOROUGH TRAINEE CHARACTERISTICS
JULY 1, 1975 - JUNE 30, 1976

Characteristic		Total Number	Percent
Sex	Male	268	61
	Female	168	39
Age	18 and Under	39	9
	19 - 21	145	33
	22 - 44	235	54
	45 - 54	12	3
	55 - 64	5	1
	65 and Over	0	0
Education	8 and Under	20	5
	9 - 11	152	35
	High School Graduate	222	51
	Post High School	42	10
Family Income	AFDC	65	15
	Public Assistance, Other	9	2
	Economically Disadvantages	358	82
Ethnic	White	237	54
	Black	189	43
	Other	10	2
Spanish-American		15	3
Limited English Speaking		17	4
Migrant Farm Families		19	4
Veteran	Special Viet	52	12
	Other	44	10
Handicapped		14	3
Full-Time Student		9	2

TABLE 20 CONTINUED

Labor Force Status	Underemployed	35	8
	Unemployed	381	87
	Other	20	5
Receiving Unemployment Insurance		16	4
TOTAL		436	

NOTE: Percentages were rounded to whole numbers and may not, in some cases, sum to exactly 100 percent.

TABLE 21

TAMPA COMPREHENSIVE EMPLOYMENT PROGRAM ENROLLMENT[1]
JULY 1, 1975 - JUNE 30, 1976

Program	Total Enrollment	Carryover From 1974-75	Present Enrollment	Number Completed	Drop Outs
Welding	14	4	5	7	6
Air Conditioning	11	5	5	8	3
Auto Mechanics	10	4	2	7	5
Clerical	8	3	5	5	1
OJT	4		17	27	15
TOTAL	58		13	45	10

[1]Data, except for totals, calculated by subtracting TOC figures from Skill Center figures.

TABLE 22

TAMPA/HILLSBOROUGH TRAINEE EMPLOYMENT
AT TIME OF COMPLETED TRAINING[1]
JULY 1, 1975 - JUNE 30, 1976

Program	Employed
Welding	31
Air Conditioning	11
Auto Mechanics	22
Clerical	29
Sales & Stock	9
Brewster/ Tampa Bay Tech	13
TOTAL	115

[1]Data from Skill Center.

TABLE 23

TAMPA OPPORTUNITY CENTER TRAINEE EMPLOYMENT[1]
JULY 1, 1975 - JUNE 30, 1976

Program	Employed			
	Training Related	Nontraining Related	Positive Termination	Job Search
Welding	23	10	3	6
Air Conditioning	3	18	7	5
Auto Mechanics	12	7	2	4
Clerical	23	5	8	10
Sales & Stock	7	2	0	0
Brewster & Tampa Bay Tech.	9	4	0	4
LPN	4	0	0	1
Electronic Tech.	1	2		1
Certified Lab Asst.		1		1
Nurse's Aid	3	0		
Dental Asst.	1	0		
Data Processing		1		1
TOTAL	77	46	20	28
OJT	11	5	2	2
TOTAL WITH OJT	88	51	22	30

[1]Data from Tampa Opportunity Center

TABLE 24

TAMPA COMPREHENSIVE EMPLOYMENT PROGRAM TRAINEE EMPLOYMENT
JULY 1, 1975 - JUNE 30, 1976

Program	Training Related	Employment Training Unrelated	Job Search
Welding			
Air Conditioning			
Auto Mechanics			
Clerical			
Sales and Stock			
TOTAL	16	9	10
OJT	3		

are also important because they break down the employment by training related vs. non-training related. This breakdown is necessary for the benefit-cost analysis that follows.

Table 25 presents the wage data for those clients who obtained employment after their experience at the Skills Center. As in all the other tables, the data is separated by referring agency. This separation is necessary in order to calculate the weighted average mean incremental wage rate for clients. This mean marginal wage then becomes of primary interest in determining the benefits for the next section of this report.

BENEFIT-COST CALCULATIONS

As in the primary methodology developed for extensions to the Pinellas County School Board in an earlier part of this report, the same assumptions inherent in such a scheme are extended to the Hillsborough County School Board - Tampa Skills Center. The average daily enrollment figure for the TSC for the period under study was 124 persons. If this figure is divided into the total amount on classroom training of $771,675.11, this yields an estimate of $6,255.44 per client for one year in the program and $521.29 per client for each month. This is noted as a CETA cost estimate because it is computed directly from amounts reported as CETA program outlays by the agency. It may be possible at a later time to consider other CETA outlays associated with this program.

In actuality, 177 were terminated from the program in the period under question. This number is arrived at by subtracting the number of people who completed the training but never were placed from the total number of 297 furnished by the Skills Center less the number of drop outs. Since we know that the average daily census was 124 people and

TABLE 25

SALARY COMPARISONS FOR TAMPA OPPORTUNITY CENTER AND TAMPA COMPREHENSIVE EMPLOYMENT PROGRAM TRAINEES JULY 1, 1975 - JUNE 30, 1976

	TOC[1] Number		TCEP[2] Number	
Hourly Wage	Entry	Exit	Entry	Exit
$0.00 - $1.00	9	0	0	0
$1.00 - $1.99	11	0	2	0
$2.00 - $2.99	65	72	17	17
$3.00 - $3.99	10	16	1	14
$4.00 - $4.99	2	8	3	4
$5.00 - $5.99	1	2	2	0
$6.00 or More	0	0	0	0
Salary Increases (N)	77		19	
Salary Decreases (N)	13		5	
Unchanged (N)	8		1	
Mean Entry Wage	$2.15/hour		$2.82/hour	
Mean Exit Wage	$2.77/hour		$3.28/hour	
Mean Difference	$ .62/hour		$ .46/hour	
Median Entry Wage	$2.44/hour		$2.50/hour	
Median Exit Wage	$2.67/hour		$3.00/hour	
Median Difference	$ .23/hour		$ .50/hour	

[1]Data from Tampa Opportunity Center

[2]Data from Tampa Comprehensive Employment Program

that the average time in training was 30 weeks, this yields an average time spent in training of 6.9 months.

Applying the $521.29 monthly cost to carry a client in the program tim-s the 6.9 months yields a cost for the average time in the program of $3,596.90. If we multiply the $3,596.90 times the 177 clients we arrive at $636,651.30 not $775,675.11. This is true because our cost data are for a full year and out average cost data are for only 57.5% of a year. By annualizing these figures we will find it possible to estimate the benefits received for the full year's expenditure of $775,675.11. This is accomplished by using the ratio of these two cost figures. That is, if $636,651.30 provides x amount of benefits, the estimate of the benefits from the $775,675.11 expenditure can be achieved by multiplying x benefits times $\frac{\$775,675.11}{\$636,651.30}$.

Of the 177 people terminated from the program, they can be categorized as follows: 88 training related and 51 non-training related from the Tampa Opportunity Center; 16 training related and 9 non-training related from TCEP and 10 in job search; and 3 OJT from TCEP. These are the Hillsborough group from which we wish to estimate the benefits. The methodology for doing this is similar to that contained in the Pinellas section of the report.

In working toward a specific benefit-cost ratio for the Skills Center, the assumption is that the proper indicator of benefits is the incremental wage for clients obtaining <u>related</u> employment. All of the mitigating circumstances described earlier are assumed to hold here. Using the further assumption of the $0.17 adjustment factor for the incremental wage rate yields a training related weighted average incremental wage rate using TOC and TCEP data in Table 25 of $0.60 per hour. This is arrived at by computing 88/104 (.62) + 16/104 (.46) - 0.17.

Note that the $0.17 is the same figure used for Pinellas County under our assumptions. It was necessary to use the same figure because no comparable data was available in Hillsborough County. It is not believed that using the same figure will distort the analysis to any significant degree.

Using the annual growth factor of 5.5% and the "Work Life Expectancy Tables" referred to above in this report, and the median age of 25.18 years as computed from the data presented in Table 20 above, we arrive at an extended work life expectancy of 37 years. Applying to this the 8% discount rate and using 2080 hours as the work year we arrive at the present value of incremental wages over the next 37 years as $29,898.71. All payments for incremental wages were assumed to occur at the end of the year which will slightly understate the true value of the benefits.

Following the same procedure as with the Pinellas data, we assume a 12% discount rate and a 10% unemployment rate, the present value of the benefits will be reduced from $29,898.71 to $15,598.78. Using the 13½ percent discount rate and assuming unemployment of 15 percent results in a further reduction in the present value of the benefits to $12,491.03.

Of the 177 clients terminated in the study period, 104 found training related employment at a weighted average incremental wage of $0.60 per hour. These 104 can expect to return respectively in present value benefits $3,109,465; $1,622,273; and $1,299,067. Based on the total cost of $771,675.11, these figures result in benefit-cost ratios of 4.02:1; 2.10:1, and 1.68:1 respectively.

Without proceeding to analyze any of the non-training related clients who obtained jobs and thus may have indirectly contributed to the benefits or any of the job search category who may eventually

obtain employment and also contributed benefits, let us return to Table 15 and look at the classroom training category expenditure excluding the neighborhood youth core out of school program. We have in addition to the $771,675.11 attributed to the Tampa Skills Center, $1,024,094 from H/TCEP and $87,145.67 from Manpower, yielding a total of $1,882,910. If we used this figure as the total cost of training our benefit-cost ratios would be 2.65:1; 0.86:1; and 0.69:1 respectively. This is quite a different picture from the first set of ratios presented above. The point is that one believes some portion of these expenditures are vocational education related, but it is impossible to determine what portion, at least to date.

An analysis of Table 16 in an attempt to determine what portion of the total is attributable directly to vocational education leaves one with no less an insecure feeling. It is impossible from the cost category training to adequately determine what are the true costs of supporting vocational education from the other supporting categories.

In Hillsborough County, it is believed from the analysis above that the Tampa Skills Center does a cost effective job of providing vocational education training to the community. Of its expenditures, approximately 25% goes to administration and 75% goes to clients directly. This seems to be quite an adequate distribution of funds available.

The frustration in such a scheme arises in the inability to adequately isolate other direct costs that might be associated with vocational education. This only emphasizes a direct data limitation from the standpoint of this portion of this study. The methodology incorporated in measuring the benefits is sound and widely accepted in the benefit-cost literature. The concept of using different discount

rates can be traced all the way back to the original Corps of Engineers studies of the 1930's and 1940's. At least for a state, the biggest data requirement for a study such as this is to be able to adequately assign costs to programs instead of agencies.

METHODOLOGY

One of the reasons for conducting this study was to develop a methodology which would be applicable to evaluating programs in other counties at future time periods. This methodology has been primarily evidenced above in the field tests, but it is of value to set it down by itself. The method of testing the success of CETA, Title I Vocational and Technical Education training is divided into two parts. The first is that of "data gathering" and the second "data evaluation."

DATA GATHERING

The goal of a study such as this is to finally come to grips with the question regarding whether or not the money spent in the CETA, Title I program is being spent in a manner which maximizes the desires of society. In order to do this, a vast amount of data is needed. The place to start is with the many reports which are filed monthly and quarterly such as the Office of Manpower Planning Participant Characteristics; Description of Quarterly Narrative Reports; Office of Manpower Planning Program Budget; and Office of Manpower Financial Transactions. Once the data is collected, it must undergo further analysis and summarization in order that it may be presented in a manner conducive to an examination of benefit-cost considerations.

In addition, the reports which are generally available do not contain all the data necessary for a complete analysis. The researcher should plan to spend considerable time working with the people who are responsible for the CETA, Title I programs themselves, as well as those

who are in charge of recordkeeping. We wish to stress that the above statements should not be construed to mean that we are of the opinion that some of the program directors attempted to furnish us with incorrect or partial data. This is not the case; everyone did their best to help us and provided us with all the data we asked for if they had it. But, information which they view to be important may not be of much value for a benefit-cost study's point of view and vice versa. Also, it took time for the investigators to learn what type of data to request.

One example should be enough to emphasize this point. Both in Pinellas and Hernando counties the information regarding the length of time each client was in the program was not readily available. At the start of the study it was not realized how important this data was. When it was discovered that this was necessary data, it was provided by the Pinellas County School Board officials and in Hernando County we were allowed to go through the files and collect the data ourselves.

DATA EVALUATION

Once the data are gathered, it would seem that the evaluation would be easy to do. This is not the case. The development of a methodology for evaluation of CETA, Vocational Educational programs is complicated by the very ongoing nature of the program. The complication arises because an ongoing program has clients at different degrees of training. Thus for any time period selected, there will be some clients who have completed the program; others still in it; and still others who are just entering the program. What this means, from an evaluation point of view, is that the costs of students in a program are spread over more than one fiscal year while the benefits are evidenced at the time training related jobs are obtained.

In this study three key methodological steps were developed so that benefit-cost ratios could be calculated. The first key element was to devise a method to calculate average cost per client. This was necessary because information regarding the Full Time Equivalency for CETA participants was not available. One method was to go through the files of each client and extract the starting and ending dates in the program. This was done for Hernando County because it had a relatively small number of clients (see Table 13). But for large counties this would have been too costly and time consuming. Thus, it was decided that an acceptable method was to calculate average daily enrollment per year by using the listed enrollment at the end of each month as reported on the monthly reports. Refer to Table 7.

The second element was to determine the benefit sample and the benefits to be attributed. This problem has a number of secondary problems which compound the issue. Clients who were receiving training during July 1, 1975 - June 30, 1976, could not be used because many of them were still in training. The sample of final dispositions could not be used because they were more heavily weighted with individuals who had completed training, and this would have produced too large a benefit. The clients in holding had a much smaller percentage of training completions. The methodology developed here was to compare the percent of those completed with final dispositions with those without final dispositions since completion of training seemed to be the most important factor in clients gaining training related jobs.

The final element was to calculate incremental wage increases. The factors of inflation, increases in worker productivity, and minimum wages must be considered. During the period of this study, there had

been an increase in the minimum wage and an above-average increase in the Consumer Price Index. Thus, if the gross difference between wages earned before training and after training were to be used, this would probably over-value the return to the program. The method constructed for solving this problem was to use those clients who accepted unrelated employment. First, we made sure that these individuals did accept unrelated jobs as far as their training went. After this had been done, the increase in their wages was assumed to be a function of non-training economic conditions such as inflation and the minimum wage. By subtracting the difference between the increase of wages for clients in unrelated jobs from the increase of clients with related jobs, we are able to determine the incremental wage increase attributable to the vocational education received.

Once these three major methodological problems were solved, it was necessary to project the benefits into the future and then determine capitalized values (in current dollars) for comparison with program costs. This has been evidenced in the field tests above.

CONCLUSIONS AND RECOMMENDATIONS

This study had two major goals: the development of a methodology to evaluate the effectiveness of CETA, Title I Vocational and Technical Educational classroom training and the field testing of the methodology. This has been done with three field tests having been conducted. In the process of completing the study, the authors have formed a number of conclusions and recommendations which may be of value to the future implementation of the CETA, Title I program in Florida.

CONCLUSIONS

The principal conclusion of the study is that when measured on purely economic grounds the CETA, Title I programs are marginal. The benefit-cost ratios as calculated in the body of this report were constructed in such a fashion so as to give the benefit of the doubt to the program. But even with this favorable treatment, the benefit-cost ratios range from being slightly favorable to below the break-even point (a benefit-cost ratio of less than unity). There are a number of explanations for this. The two most important are that the program itself is designed to try to reach the most unprepared, untrained clients possible. The benefit-cost ratio would be more favorable if those individuals who were more job qualified were taken into the training programs. The second explanation may be tied to the dismal performance of the state's economy. The authors have examined the effects of the levels of unemployment in other states and its impact upon the rate of wage increases CETA trained clients receive when they enter the job market and it seems considerable. Personal interviews with directors of five Skill Centers

in three other states with lower unemployment than Florida's indicated higher benefits to clients completing training and gaining employment than to clients in our field tests. Unfortunately, there was neither time nor money to do a statistically valid comparison study.

If more than pure economic data is included, the benefit-cost ratios may rise considerably. We do not know how to measure the psychological importance of the greater feeling of self-worth the clients gain from being in the CETA, Title I program instead of being on welfare. The authors are positive that most sociologists and psychologists would consider this to be very important. Also, many of the CETA clients would have been on some type of welfare and thus would have represented a cost burden to the State in this way. Once again, it is impossible to know how many of the CETA clients would have been on welfare.

Another problem that the current study could not come to grips with is the future impact of the training upon the clients two, five, or ten years from now. Since the program is an ongoing one which is new, the data base is restricted. Our study is more of a cross-sectional study and not a longitudinal one. The measurable benefits used are primarily entry level wages. It would be very valuable to know what happens to the real wages of these workers over the next decade. Also, not taken into consideration, is the impact of the training upon the members of the client's family. If the client, because of the training, is able to acquire and keep a higher paying job throughout his lifetime, this will increase the probability that his children will also have greater lifetime earnings. Thus, secondary and tertiary benefits might well make the benefit-cost ratio very positive! Another point to keep in mind is that if the training enables the client to earn more money over his life time he will probably pay more taxes.

The authors caution the reader to remember that the projections of this study are of a long term nature while being based upon short term data. This admonition should not be construed to mean that the validity of the report is weak, instead it should be taken to indicate that we wish to be fair to all parties; the workers, the clients, and the readers. In our opinion, the most reliable data possible were collected during the field tests and used in a methodologically proper fashion. But, nonetheless, projecting into the future from a short term data base does contain risks.

A final consideration has to do with the short and long run problems of distribution of FTE dollars generated by the CETA, Title I Classroom Training programs. From our study, we have discovered that CETA generated FTE's are not separated from regular FTE's. Since CETA in the counties we have examined, pays for all training costs except county supplied office space and utilities, those counties (school districts) and community colleges with large CETA programs are gaining a greater percentage of the state's education dollars than counties with small or no CETA programs. Thus, if sometime in the future the CETA, Title I program would be discontinued the state would find that there would be a distribution problem regarding the allocation of state money to the different counties and school districts.

RECOMMENDATIONS

After conducting the field tests, we feel that it is possible to make a number of improvements, especially in the area of usable record-keeping. Most of the needed data is currently being gathered but it it on a number of different forms collected for many agencies and thus difficult to pull together.

The first recommendation is the development of an information form patterned along the lines of Table 9 of this study. A form of this nature would bring all of the important economic and educational data together in a usable fashion. It is very important that the following data be collected: Entry and exit dates; last job and rate of pay before starting the program; the exact course of study; and final disposition including the new job and wage if employment has been gained.

The problem of the generation of FTE's should be faced. It is our opinion that FTE's generated by CETA, Title I clients should be counted separately (especially class size programs) if for no other reason than to know who is generating what. But the need for breaking out the CETA, Title I, FTE data is greater than that. Education dollars are allocated by the state to the counties (school districts) and community colleges on the basis of their total FTE's. This means that those locations with a high concentration of CETA clients will receive more money than locations with low CETA enrollments. Since class size CETA programs do not require the same county expenditure, it seems that there is a distribution problem which needs to be faced. School districts and community colleges with a large number of CETA students are, in effect, getting double support for these students. Is this the most optimal way to allocate Florida's educational dollars? Also, what happens to those employees of the program if the CETA, Title I money is discontinued sometime in the future?

We also recommend that, in order to have a more definitive measurement of the economic success or failure of CETA, Title I classroom training, long run monitoring of clients <u>be mandatory</u>. As was mentioned

above, this study is based upon short run, entry level data. If a more meaningful benefit-cost ratio is desired, it is necessary to know what happens to the clients over time. Such as, have they kept their jobs; moved to a "better" or "worse" line of work; is the new job, training related; and what has been the pattern of wages? Data of this nature is not currently being collected.

APPENDIX I

APPENDIX I

TABLE 2A
ON-THE-JOB TRAINING PROGRAM EXPENDITURES
FOR EACH CONTRACTOR OR SUBCONTRACTOR
(Expenditures by Program Category)

	Total	Classroom Training	On-The-Job Training
Plasti Kraft	$ 2,769.00	$ 290.00	$ 2,479.00
Goodwill	7,613.00	1,313.00	6,300.00
Family Counseling(1)	2,363.00	378.00	1,985.00
Sonic Sound Music (1)	3,901.50		3,901.50
So. Kumfort Deli	570.00		570.00
Suncoast Landscape	3,097.00		3,097.00
Professional Prop. Maint.	1,960.00		1,960.00
Sun News	989.00		989.00
Cystic Fibrosis	940.00		940.00
Royal Dental Labs	324.00		324.00
Jas. Enterprises	12,671.00	2,536.00	10,135.00
Lindsley Lumber	7,522.07	2,357.35	5,164.72
Gene Creel	14,805.00		14,805.00
Williams & Milton	1,119.00		1,119.00
North Pinellas Gen. Hosp.	7,025.00		7,025.00
Pinellas Concrete	17,874.00	6,741.00	11,133.00
ITT Thermotech	2,904.00		2,904.00
Family Counseling(2)	1,789.00	579.00	1,210.00
Goodyear Rubber Prod.	230.00		230.00
Sonic Sound Music(2)	4,570.00	2,580.00	1.990.00
Elliott Drug Co.	185.00		185.00
Subtotal	$95,220.57[a]	$16,774.35	$78,446.22
Subcontractors' Administration	9,411.56	1,656.43	7,755.13
Contractor's Administration-Suncoast	1,770.38	311.59	1,458.79
Total	$106,402.51	$18,742.37	$87,660.14

[a]This subtotal and the figures in the column above it do not agree with those in the first column of Table 3A because subcontractors' administrative expenses are not included in the totals given for each firm in Table 2A.

APPENDIX I CONTINUED

TABLE 2B

PINELLAS MUNICIPAL WORK EXPERIENCE PROGRAM EXPENDITURES FOR EACH MUNICIPALITY, FLORIDA STATE EMPLOYMENT SERVICE, AND PINELLAS COUNTY SCHOOL BOARD
(All Expenditures are in the Work Experience Program Category. Expenditures are by Cost Category.)

	Total (Work Experience)	Administration	Wages	Fringe Benefits
Belleair	$ 3,885.43		$ 3,466.19	$ 419.24
Belleair Beach	454.80		414.00	40.80
Clearwater	51,383.99		48,544.15	2,839.84
Dunedin	54,037.35		50,038.48	3,998.87
Gulfport	10,676.41		9,780.69	895.72
Indian Shores	1,056.00		1,056.00	
Largo	26,049.17		24,135.77	1,913.40
Madeira Beach	1,430.80		1,301.43	129.37
Oldsmar	2,161.03		1,896.38	264.65
Pinellas Park	18,677.81		17,238.42	1,439.39
Safety Harbor	5,418.57		4,838.68	579.89
St. Petersburg	167,708.00	$7,308.00	145,628.00	14,772.00
St. Petersburg Beach	1,950.00		1,950.00	
Seminole	1,412.04		1,200.00	212.04
Tarpon Springs	7,230.99		6,831.32	399.67
Treasure Island	17,357.47		16,398.18	959.29
Florida State Employment Service	13,025.49		13,025.49	
Pinellas County School Board	32,822.91		32,822.91	
Total	$416,738.26	$7,308.00	$380,566.09	$28,864.17

APPENDIX I CONTINUED

TABLE 3A
ON-THE-JOB TRAINING PROGRAM EXPENDITURES
FOR EACH CONTRACTOR OR SUBCONTRACTOR
(Expenditures by Cost Category)

	Total	Administration	Training Costs	Services to Clients
Plasti Kraft	$ 3,046.00	$ 277.00	$ 2,199.00	$ 570.00
Goodwill	8,368.00	755.00	6,650.00	963.00
Family Counseling(1)	2,603.00	240.00	2,251.00	112.00
Sonic Sound Music(1)	4,291.85	390.35	3,901.50	
So. Kumfort Deli	627.00	57.00	570.00	
Suncoast Landscape	3,406.00	309.00	3,177.00	(80.00)
Professional Prop. Maint.	2,156.20	196.20	1,960.00	
Sun News	1,089.00	100.00	954.00	35.00
Cystic Fibrosis	1,034.00	94.00	940.00	
Royal Dental Labs	357.00	33.00	324.00	
Jas. Enterprises	13,915.00	1,244.00	11,377.00	1,294.00
Lindsley Lumber	8,274.68	752.61	6,804.87	717.20
Gene Creel	(Est.)16,277.00	1,472.00	14,720.00	85.00
Williams & Milton	1,230.90	111.90	1,087.50	31.50
North Pinellas Gen. Hosp.	(Est.) 7,720.00	695.00	2,553.00	4,472.00
Pinellas Concrete	19,620.00	1,746.00	13,981.00	3,893.00
ITT Thermotech	3,195.00	291.00	2,904.00	
Family Counseling(2)	1,955.00	166.00	1,393.00	396.00
Goodyear Rubber Prod.	(Est.) 250.00	20.00	195.00	35.00
Sonic Sound Music(2)	5,013.00	443.00	2,580.00	1,990.00
Elliott Drug Co.	203.50	18.50	175.00	10.00
Subtotal	$104,632.13[a]	$9,411.56	$80,696.87	$14,523.70
Contractor - Suncoast	1,770.38	1,770.38		
Total	$106,402.51	$11,181.94	$80,696.87	$14,523.70

[a]This subtotal and the figures in the column above it do not agree with those in the first column of Table 2A because subcontractors' administrative expenses are not included in the totals given for each firm in Table 2A.

APPENDIX I CONTINUED
TABLE 4A

PINELLAS COUNTY SCHOOL BOARD CETA, TITLE I BUDGET AND EXPENDITURES BY LINE ITEM, JULY 1, 1975-JUNE 30, 1976
(Line Item Budget Figures are for Classroom Training and Work Experience combined. Line Item Expenditures are for each Program Category separately and are also combined.[a])

Cost Category or Line Item	Title I Budget (Regular[b])	Classroom Training Expenditures (Regular[b])	Work Experience Expenditures (Regular[b])	Total Expenditures (Regular[b])
Administration				
Salaries	$100,360.00	$65,020.97	$27,866.02	$92,887.07
Fringe Benefits	18,410.00	12,116.95	5,192.99	17,309.94
Travel	7,600.00	4,586.49	1,965.64	6,552.05
Other Costs (telephone, utilities supplies, postage, etc.)	13,800.00	10,807.59	2,789.35	13,596.94
Total Administration	$ 140,170.00	$ 92,532.00	$ 37,814.00	$ 130,346.00
Total Allowances to Clients	558,795.00	528,041.00	4,497.00	532,538.00
Total Wages to Clients	157,150.00		155,594.00	155,594.00
Total Fringe Benefits to Clients	12,880.00		6,933.00	6,933.00
Training Costs				
Instructors' Salaries	79,560.00	73,188.19		73,188.19
Fringe Benefits	14,170.00	12,970.00		12,970.00
Repairs and Servicing	1,650.00	376.25		376.25
Instructional Supplies and Materials	8,000.00	6,289.83		6,289.83
Laundry Service	2,500.00	2,541.73		2,541.73
Total Training Costs	105,880.00	95,366.00		95,366.00
Services to Clients				
Salaries	81,670.00	52,237.61	22,119.59	74,357.75
Fringe Benefits	14,410.00	9,669.25	3,623.60	13,293.02
Travel	14,300.00	4,562.39	5,991.81	10,553.46
Child Care	3,000.00	1,061.40		1,061.40
Tuition and Instructional Supplies	9,000.00	3,331.85		3,331.85
Medical	1,000.00	133.50		133.50
Total Services to Clients	123,380.00	70,996.00	31,735.00	102,731.00
Total Budget or Expenditures	$1,098,255.00	$786,935.00	$236,573.00	$1,023,508.00

[a]Expenditure figures include encumbrances as well as actual cash outlays.
[b]Section 112, CETA, Title I funds are not included in the budget or expenditures.

APPENDIX II

APPENDIX II

Supply and Material Costs for Slot-Ins

FY-76

Tomlinson Adult Vocational Center

Certified Laboratory Assistant		160.00
Cosmetology		115.00
Dental Auxiliary		121.00
Licensed Practical Nurse		116.00
Medical Assistant		119.00
Business Education:		
Accounting Clerk		89.40
Clerk Typist		42.75
General Office Clerk		53.25
Receptionist		48.75
Secretary		58.70
Transcriptionist		41.75
Certified Laboratory Assistant		145.00
Commercial Art I		0.00
Commercial Art II		0.00
Commercial Art - Reproduction		0.00
Cosmetology		112.00
Dental Auxiliary		114.50
Drafting		35.00
Licensed Practical Nurse	(Men)	68.90
Licensed Practical Nurse	(Women)	107.50
Medical Assistant		109.50

APPENDIX II CONTINUED

Supply and Material Costs for Slot-Ins

FY-76

Pinellas Vocational Technical Institute

Watch Repair Technology		$107.15
Radio Television Repair Technology		167.45
Air Conditioning Technology		253.94
Architectural Technology		187.90
Auto Body Repair Technology		246.22
Automotive Technology		707.27
Building Maintenance	(Oren Douglas Ctr)	16.00
Business Education		61.10
Carpentry	(Oren Douglas Ctr)	50.75
Civil Technology		223.02
Culinary Arts - Cooking and Baking		51.45
Diesel Technology		192.95
Drafting and Design Technology		87.35
Electrical Wiring	(Oren Douglas Ctr)	29.85
Electro-Mechanical Technology		164.70
Electronics Technology		255.30
Horticulture Techology		110.40
Landscape Maintenance	(Oren Douglas Ctr)	13.50
Licensed Practical Nurse		150.00
Major Appliance Repair		307.98
Plumbing	(Oren Douglas Ctr)	48.00
Machine Trades		47.84
Masonry	(Oren Douglas Ctr)	11.50
Motorcycle		223.10
Nurse Aide (Evening), Women		37.50
Orderly (Evening), Men		32.50
Welding		54.00- 80.45

Dunedin

Cosmetology	90.00

APPENDIX III

APPENDIX III

Selection Committee

Rating Criteria

1. Education

   Grade Achieved: 12 11 10 9 8 or less
   Rating: 0 1 2 3 4

   For 8 or less, there must be expectation that person can perform with or without educational support.

2. Economically Disadvantaged - 1

3. Degree of Economic Disadvantagedness

   % Range Below Poverty: 50-75% 25-50% 0-25%
   Rating: 1 2 3

4. Head of Household - 1

5. Length of Unemployment/Underemployment

   Length of Time: 15-39 wks. 39 wks or longer
   Rating: 1 2

6. Veteran Preference

   Vietnam Era (Special) - 2
   Other - 1

7. Older Worker Preference (45+ yrs.) - 1

8. Significant Segment Member Preference - 1

9. Work/Training Experience (including military where transferable to civilian)

   Length of Experience: 2 or more yrs. 1-2 yrs. 0-1 yr.
   Rating: 0 1 2

10. Positive Staff Comment - 1

SELECTION COMMITTEE

RATING CRITERIA

Percent Range Below Poverty

NON-FARM FAMILY

Family Size	50 - 75%	25 - 50%	0 - 25%
1	$1295 - 1942	$ 647 - 1294	$0 - 646
2	1705 - 2557	852 - 1704	0 - 851
3	2115 - 3172	1057 - 2114	0 - 1056
4	2525 - 3787	1262 - 2524	0 - 1261
5	2935 - 4402	1467 - 2934	0 - 1466
6	3345 - 5017	1672 - 3344	0 - 1671
7	3755 - 5632	1877 - 3754	0 - 1876
8	4165 - 6247	2082 - 4164	0 - 2081
9	4575 - 6862	2287 - 4574	0 - 2286
10	4985 - 7477	2492 - 4984	0 - 2491

For family units with more than 10 members, compute percents from Poverty Income Guidelines.

FARM FAMILY

Family Size	50 - 75%	25 - 50%	0 - 25%
1	$1100 - 1650	$ 550 - 1099	$0 - 549
2	1450 - 2175	725 - 1449	0 - 724
3	1800 - 2700	900 - 1799	0 - 899
4	2150 - 3225	1075 - 2149	0 - 1074
5	2500 - 3750	1250 - 2499	0 - 1249
6	2850 - 4275	1425 - 2849	0 - 1424

For family units with more than 6 members, compute percents from Poverty Income Guidelines.

APPENDIX III CONTINUED

(First Selction)

SELECTION COMMITTEE

RATING SHEET

AME and SOCIAL SECURITY # (If Needed)	Education.	Econ. Disadvan.	Degree of Econ. Disadvan.	Head of House	Unemployment/ Underemployment	Vet Preference	Older Worker Preference	Signif. Segment Preference	Work/Training	Positive Staff

APPENDIX IV

APPENDIX IV

BASE GRANT EMPLOYEES PROVIDING SUPPORT SERVICE TO CETA/ES STAFF AT NO COST TO THE PRIME SPONSOR

Employee Title	Approximate Percent of Total Time Devoted to CETA Activities
Manager, St. Petersburg	20%
Secretary to Manager, St. Petersburg	15%
Manager, Clearwater	5%
Special Services Supervisor, St. Petersburg	30%
Special Services Supervisor, Clearwater	15%
Area Labor Market Analyst	10%
Area Training Instructor	6%
Test Administrator	35%
Industry Services Representative	5%
3 Reception Control Stations	10%
1 Reception Control Station	50%
Telephone Operators.	5%
Data Console Operators	5%

Additional Information

1976 FY Budgeted State Administrative Cost (Tallahassee)	12%
1977 FY Proposed Administrative Cost	8.5%
1976 FY Premises Rent Budgeted	$9,363.00
Projected Cost 1976 & 1977	7,372.00

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